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ABSTRACT

This handbook reports on the use of consortia-appointed curriculum directors for meeting small, rural school districts' curriculum renewal needs. It is based on interviews with individuals involved with consortia in five Western U.S. case-study sites. Limited resources in rural schools often hinder curriculum-renewal efforts. If several districts have similar needs, they can join together and collectively hire a curriculum director or consultant. Consortia-hired directors are hired to produce curriculum products, meet state standards, reduce teacher isolation, and provide professional development. The interviews revealed several factors considered by district personnel to be essential to the successful operation of consortia. Among these were a sense of purpose, strong leadership, and reasonable enrollment compatibility among members. Effective skills desired of curriculum directors included communication skills, curriculum-writing expertise, organizational skills, and conducting inservices. Several consortia are described, along with staff comments and recommendations to others considering this method. Recommendations include setting goals, involving school faculty, remaining sensitive to each member school's needs, and not limiting the consortium's collective action. While realizing that consortia are not for every small school district, the ones reported in this document are advocates of the consortium approach. (TES)

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HANDBOOK TWO:

The Use of Consortia to Engage in Curriculum Renewal For Small, Rural Schools

August 1992

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EXECUTIVE SUMMARY

Current research and development with small, rural schools has demonstrated a need for support of curriculum designed to enhance the quality of educational opportunities for rural students. Resources to support curriculum renewal among these schools are severely limited. There are cases, however, of small school districts that have implemented creative curriculum renewal approaches which have improved the quality of educational opportunity. One of these promising approaches is the use of consortia to meet small, rural school districts' curriculum renewal needs. This handbook, based on extensive interviews with individuals using such a process, reports on the use of consortia appointed curriculum directors to lead such curriculum renewal efforts. It is organized into four chapters and details the effectiveness of this approach. The chapters are:

- Why Join a Consortium?
- Consortium Governance and Operations
- Curriculum Directors' Skills
- Lessons Learned

The following sections contain highlights of the major findings in each of these chapters.

Why Join a Consortium?

Limited resources which, in effect, hobble curriculum renewal efforts, are normal conditions for our nation's small, rural schools. Joining together with other districts facing similar needs, enables these schools to maximize their resources through collectively supporting the services of a curriculum director to lead their curriculum renewal efforts. Small, rural school districts gave the following reasons for joining or forming consortia to engage effectively in curriculum renewal efforts:

- Maximize resources
- Secure the services of a curriculum consultant
- Relieve over-extended staff

- Produce high utility curriculum products
- Meet state curriculum standards
- Reduce teacher isolation
- Provide professional development

Consortium Governance and Operations

Effective governance and operations is critical for each consortium's success in meeting their member districts' needs. This is particularly important because consortia involve many different key players, with different needs and different agendas. Written below are the recommended governance tasks that facilitated effective consortium services.

- Form a board of directors
- Set goals and a common purpose
- Arrange stable funding
- Designate a fiscal agent
- Create member district contracts
- Hire a curriculum director
- Designate consortium evaluator(s) of the curriculum director

Operations

Each consortium hired its curriculum director to organize the delivery of services to its member school districts in one or more of three pre-identified areas of need. The curriculum directors were hired to do one or more of the following:

- Meet state curriculum standards
- Consolidate curriculum offerings
- Provide professional development activities

Imbedded within these major responsibilities are seven common operational themes of particular importance:

- Designated curriculum directors decision-making authority
- Member school district communication procedures
- Superintendent/board/curriculum director relations
- Student, school, community, and staff needs
- Current regional or local economic, social, and educational trends
- Collective program development
- Allocation, utilization, and management of curriculum renewal resources.

The interviews further indicated that each of the curriculum directors:

- Share professional development leadership responsibilities
- Provide consortium leadership in curriculum renewal endeavors
- Provide technical assistance
- Are their consortium's representative for curricular matters.

Research Similarities

The interview data from the five case study sites reported several items essential to their formation, governance, and operations of consortia that are further corroborated by other research findings:

- Reasonable geographic proximity and enrollment compatibility exists
- Identification of a common sense of purpose, clear goals
- A general lack of resources among member school districts
- Consortia established organizational structures
- Consortia identified strong district leaders, rotate leadership responsibiiities
- Consortia established clear and regular communications and accurate documentation
- Clarity on finance exists
- Benefits exist for individual districts as well as for the group

Curriculum Directors'/Consultant's Skills

Several common skills are shared by the curriculum directors or the consultant which made them effective in their consortia. Listed below are the particular abilities, qualifications or knowledge the director or consultant employed to effectively carry out the strategies listed above:

- Interpersonal skills (including)
  - Communication (oral and written)
  - Interpersonal ease and support
  - Trust and rapport building
  - Collaboration
- Curriculum writing expertise
- Organizational skills necessary to attend to the required details
- Networking within the educational community
- Coordinating or conducting inservices.

Lessons Learned

The consortia investigated for this study offered several recommendations to small, rural school districts considering the consortium appointed curriculum director approach to support renewal efforts. They hoped these recommendations might benefit other small, rural school districts that are banding together to meet their curriculum renewal needs.

- First set your goals and purposes, and be clear about what they are
- Engage teachers and building administrators in early planning
- Appoint a curriculum director who meets the consortium's needs
- Remain sensitive to the uniqueness of each member school and community
- Realize that the member districts must give a little individually to allow the consortium structure to thrive

- Do not limit the consortium's collective vision
- Keep the public informed.

In conclusion, the consortia investigated for this handbook are advocates of the consortium approach with an appointed curriculum director to lead their curriculum renewal efforts. They realize, however, that this approach is not for every small, rural school district. The recommendations provided in the various areas of consortium governance and operations were given for those districts already engaged in some level of consortium operations or seriously considering doing so.

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THE USE OF CONSORTIA TO ENGAGE IN CURRICULUM RENEWAL

PREFACE

The concept and development of a series of curriculum renewal handbooks evolved through several phases. It first began when NWREL found more and more small, isolated, rural school districts facing curriculum renewal needs with limited resources. This concern surfaced again when the regional needs assessment affirmed that curriculum renewal was of critical importance to the region's small, isolated school districts. NWREL's Rural Education Program subsequently identified alternative curriculum renewal approaches effectively employed in the field. The Rural Education Program next proposed to develop a series of handbooks describing the alternative strategies, technical assistance, and resource information small, isolated, rural school districts may utilize to effectively engage in curriculum renewal. For the purposes of the handbook series, the Rural Education Program defined curriculum renewal as follows:

> The process of those steps, procedures, and activities schools engage in to bring about change, modifications, refinement and improvement to the desired learner outcomes, materials, assessment procedures and instructional strategies. (Stoops, 1991, p.9)

An initial phase of this process began with a Curriculum Study Committee Conference held at NWREL in January, 1991. Seven regional educators representing state departments of education, rural education consortia, and educational service districts were asked to assist in meeting two objectives. NWREL desired input and discussion from these committee members about the alternative rural curriculum renewal models it had identified. Second, NWREL had decided to begin with the study of rural school consortia as a curriculum renewal model, and sought case study sites suitable for research. The Committee successfully met these purposes.

The second phase involved conducting a regional depiction study describing the status of curriculum renewal in small, isolated school districts. Completed in March of 1991, the Depiction Study examined issues of common concern and explored their implications for subsequent phases of the project. The major findings were:

- Curriculum change is viewed throughout the region as being particularly timely and deserves attention and allocation of resources to effect renewal.
- Although many small, rural schools have confronted limitations to curriculum renewal efforts, many of them are unaware that promising approaches exist which address these limitations.
- An important concern is not the further development of materials to meet standards or to strengthen curriculum. Rather, approaches are needed which stretch scarce resources to provide training, technical assistance, and opportunity for small, remote schools to build their capacity within the identified models. (Stoops, 1991)

The third phase ended with the completion of case studies of five rural school consortia and cooperatives engaged in curriculum renewal efforts. During these visits key individuals involved in the operation of consortia were interviewed. Five sites were visited: Union-Wallowa County Curriculum Consortium in northeastern Oregon, The Blue Mountain Small Schools Consortium in southeastern Washington, The Silver Valley Vocational Education Cooperative in northern Idaho, the Southwest Region and Dillingham Alaska School District's Cooperative in southwestern Alaska, and The South-Central Curriculum Cooperative in south-central Montana. These interview data are the primary information source for this handbook.

The fourth phase began with a Regional Design Conference conducted from June 26 through 28, 1991 at NWREL's offices in Portland, Oregon. NWREL's main objective was to gain the participants' input and suggestions for the design and format of a curriculum renewal handbook employing the consortium/cooperative approach. The conference members, however, also strongly urged NWREL to first develop an additional handbook not originally considered. This first handbook serves as a guide to

ass'st small, remote school districts initially determine the status of curriculum renewal efforts in their districts. NWREL followed these suggestions and wrote Handbook One of the series. The handbook, *Curriculum Renewal in Small, Rural Schools--What is Involved?*, was published in the spring of 1992. Practitioners are encouraged to read this handbook first because it assists districts to analyze their level of planning for curriculum renewal efforts before deciding which approach is best for them.

The current handbook, which is second in the series, was developed from field interviews, Design Conference Committee input and field review. This consortium handbook was completed in March, 1992. It is designed to provide small rural school districts with ideas and procedures synthesized from research and practice which effectively use consortia/cooperatives to support curriculum renewal activities. The field interviews reported the meaning of the terms consortium and cooperative as being synonymous among the coalitions of schools NWREL investigated for this handbook. For clarity, this report will use the term consortium in its singular or plural form. However, if "cooperative" is part of the title of a group of schools investigated in this study, then its correct title will be used when it is specifically referred to. Further, it is important to clarify that the consortium approach investigated for this handbook indicates only those consortia who have hired a consultant or director on a full or part-time basis as their curriculum specialist to support renewal efforts.

The Handbook is organized into four chapters. Chapter I, Why Join A Consortium?, examines the reasons a district may wish to consider joining a consortium for curriculum renewal purposes. This chapter also discusses the benefits a district receives from consortium involvement and the advantages/disadvantages of the consortia/cooperative approach. Chapter II, Governance and Operations, describes governance, funding and fiscal agent of record, personnel and contractual agreements among member school districts and other aspects of consortium development. It also analyzes consortia program operations, evaluation, and use of curriculum consultants.

This includes client/member relationship, cost effectiveness, support, and institutionalization of the approach. Chapter III is devoted to identifying and describing those particular skills that have been found effective for the consortium curriculum director. Chapter IV summarizes the lessons learned and recommendations emerging from the interviews.

I. WHY JOIN A CONSORTIUM?

Considerable research evidence exists of small, rural schools sharing resources and services through the use of collaboratives, cooperatives, consortia, leagues, or networks. Small schools have a history of banding together to share services or programs they could not support on their own. Use of consortia or cooperatives allows small schools to offset limited human, material, and financial resources by sharing and adopting other locally appropriate strategies. Many programs exist for the purpose of sharing services, programs, curriculum development, inservice training, and personnel. See Sommer (1990) for an analysis of the research investigating the primary issues influencing small, rural school consortia. Beyond the advantages to small schools in offsetting limited resources, cooperative efforts provide benefits which address issues of community resistance, professional isolation, teacher retention and compliance with federal regulations by enhancing mutual support and providing opportunities for sharing of ideas and experiences. Beckner (1983) made the following observation about the potential hold for small, rural schools. "The possibilities for cooperation are limited only by the imagination and

"The possibilities for cooperation are limited only by the imagination and ingenuity of educators and the willingness of administrators to establish a structure through which cooperative efforts might function."

Stoops, 1991

ingenuity of educators and the willingness of administrators to establish a structure through which cooperative efforts might function" (as quoted in Stoops, 1991, p. 7).

Numerous small, rural schools often consider using consortia or cooperatives when they are faced with meeting the demands of engaging in curriculum renewal. Limited resources are considered normal operating parameters for our nation's rural educators. Whatever the impetus of the initial motivation, these districts realize that alone, they are limited in their ability to engage in meaningful curriculum renewal efforts. Banding together with other districts facing similar needs enables these schools to maximize their resources through collectively supporting the services of a curriculum director to lead their curriculum renewal efforts.

This chapter examines two fundamental reasons rural school districts join a consortium for curriculum renewal: externally and internally driven needs. Increasing external calls for curriculum change--national reports, state legislative action, and state boards and departments of education--are all compelling local schools to place more emphasis on curriculum improvement. Simultaneously, some districts, victims of economic realities, are faced with decreasing operating budgets. They struggle to provide more with less.

This chapter also provides examples from school districts that joined or created consortia to successfully meet externally and internally driven curriculum renewal needs. Several reasons for joining a consortia emerged from the interviews. They are listed below. Within the adjacent parentheses are the page numbers where readers may locate detailed descriptions and interview quotations articulating these common reasons.

Increasing external calls for curriculum change--national reports, state legislative action, and state boards and departments of education--are all compelling local schools to place more emphasis on curriculum improvement.

Reasons for Joining a Consortium

- Maximize resources (pp. 6-8, 14)
- Secure the services of a curriculum director (pp. 8, 11, 12, 14)
- Relieve over-extended staff (pp. 7, 8, 11)
- Produce high utility curriculum products (pp. 8, 9, 12-14)
- Meet state curriculum standards (pp. 6-9)
- Reduce teacher isolation (pp. 12, 14)
- Provide professional development (pp. 12-14)
- Secure technical assistance (pp. 7, 8, 12-14)

Externally Driven Needs

In 1984, the Oregon Department of Education established a deadline for schools to write an outcome-based curriculum for all subject areas, K-12. There were two acceptable methods of satisfying this requirement. A district could adapt the state model curriculum or they could create their own. Neither solution provided needed resources. Two educational service districts in northeastern Oregon knew its member districts did not possess the resources to individually engage in curriculum renewal activities. These small districts were finding it difficult to infuse the new Department of Education outcome-based curriculum goals into existing curriculum. The Oregon Department of Education had established a timeline that all districts were required to meet. For the districts in Union and Wallowa County, meeting this timeline was becoming an impossibility. Their most reasonable and feasible choice was to band together and pool resources.

Ken Kramer and Dave Smyth, Superintendents of Union and Wallowa County, Oregon Educational Service Districts, realized their ESDs needed to do something to assist their member districts meet the new state curriculum renewal requirements. Their

nine county school districts needed some assistance and leadership as evidenced by their following remarks.

> Dave and I started talking and we realized that it was very difficult to develop curriculum in this area because we didn't have any coordination. We could look and listen to school district superintendents talk and you knew we weren't going to make this transition to this outcome-based curriculum. You know, the Essential Learning Skills and the Common Curriculum Goals. No small school was going to make that work by themselves . . . They were really stymied.

Personnel is often the most over-taxed resource in isolated, rural schools

Personnel is often the most over-taxed resource in isolated, rural schools. Each staff member has so many tasks that few have the extra time that is required to work on curriculum renewal. Superintendents of small, rural school districts understand the demands that are placed on their personnel, and know how difficult it is to arrange release time for teachers to engage in curriculum renewal. Joy Delgado, former Superintendent of Elgin School District, responded as follows when asked why her district was part of forming a consultant-led consortium to coordinate the curriculum renewal activities.

> We were concerned about revising and developing our curriculum. We found, as many small schools find, that it's very difficult when you have people wearing many different hats and responsible for many different duties to also have the energy and the direction to work on something as complicated as curriculum . . . Frankly, I think staff . . . develop a negative feeling/idea about curriculum development because the resources to provide release time for staff to work on curriculum development often are not part of the school budget in a small, rural school district.

Not only are rural school staff stretched, but many teachers will tell you they feel they lack the skills and expertise to engage effectively in curriculum renewal efforts. This situation makes a consortium-hired curriculum director even more attractive to isolated school personnel because (s)he is able to bring needed knowledge and skills to the schools. Without this expertise, the task is often left to administrators who, for the

most part, are not curriculum specialists and usually do not feel comfortable trying to assume a leadership role in that position. Bruce Mulvany, rural high school principal, described the value of a consortium sponsored curriculum specialist.

> Again, it goes back to the business of five small, rural, poor, school districts who could not afford their own in-house individual. Without such an individual, the teachers would have to rely on administrators who, frankly, generally are not "curriculum" people.

The use of a consortium hired curriculum director relieves classroom teachers from the burden of curriculum renewal coordination responsibilities and provides them with more teaching and preparation time.

The burden for curriculum renewal falls on teachers as well as on building administrators to take an active role in effecting curriculum changes. They, like their administrative colleagues, are also overextended and find it difficult to muster enough time and/or expertise to meet newly required state curriculum standards. This usually means the district or building falls behind schedule, which may exacerbate the situation and create additional tension. The use of a consortium hired curriculum director relieves classroom teachers from the burden of curriculum renewal coordination responsibilities and provides them with more teaching and preparation time. Rural elementary school teacher, Pat Van Nice, reported the following when asked to explain why the consortium hired a curriculum director:

> Here we were, a year into the standards and the big changes and we hadn't done anything. We'd done language arts but we were the only ones. By the time (curriculum director) got here and we got started, we already were behind in math, science, and several others. It brought us all together and gave us a common focus so we could get the job done.

Not only do districts expect to share and maximize resources, but they also hope to gain better curriculum products than the textbook-adapted models they have received many times before. They expect that membership to a consortia with a director will provide districts with more expertise and improved approaches. In this instance, more of

Not only do districts expect to share and maximize resources but they also hope to gain better curriculum products than the textbook-adapted models they have received many times before.

the same is not enough. Joining and sharing resources also increases the likelihood of producing curriculum products with higher utility for building staff. Rus Steinebach's (a superintendent in Montana) goal of the consortia approach is to produce curriculum materials highly valued by teachers and building-level administrators.

> The state wants to have a 'for real' curriculum, assessment tools they can see and they want to see the process going on. They could come and look at what I have on the shelf--you can do that real cheap. It doesn't do anything. Everybody puts it on the shelf and doesn't use it. Our feeling was we wanted it done right, something that was going to be used, something that could be assessed so we knew how we were doing and come back and re-evaluate it and make changes, and get a real cycle going. That's what inspired us to keep going with this and keep pushing.

Economic Reasons

There are instances when small, rural school districts are caught by economic fluctuations that have a devastating effect on the local schools. On these occasions, some rural school districts have formed consortia and engaged in curriculum renewal efforts in creative attempts to continue providing viable curriculum offerings to their students.

There are instances when small, rural school districts are caught by economic fluctuations that have a devastating effect on the local schools.

In late August 1981, Gulf Resources and Chemical Corporation closed the Bunker Hill silver mining operation in the Silver Valley of northern Idaho. This economic disaster resulted in the loss of 2300 jobs and created the following series of tragic events:

- successive mine closures and termination of mineral processing;
- a 60 percent drop in local property values;

- student population decline of 42 percent;
- general population decline of 43 percent;
- school staff reductions, school closures, and decreased school access for community use;
- an in-migration of social and welfare dependent families seeking low living costs and the benefit of newly implemented welfare programs; and
- an increase in the special education population. (Miller 1991, p. 2, 3).

These events had a catastrophic effect on the three school districts serving the residents and students of the Silver Valley. All three of these districts were suffering enrollment losses which created financial strains on the budgets. High school elective classes were being dropped because of low enrollment. One of the survival techniques the districts employed was to form a consortium. Sharing resources allowed their consortium to offer wider course offerings than any one of the districts could possibly offer alone. One of the member superintendents, Robin Stanley, described the curriculum benefits the individual school districts received from the consortium membership:

> It actually helped us to be able to still offer those courses at a much reduced cost . . . We were actually able to broaden our curriculum by going into it. We turned a lemon into lemonade with that aspect of the curriculum.

The primary impetus for establishing the Silver Valley Cooperative was to avoid school district consolidations, maximize the three school districts' resources and provide relevant vocational education curricula. The Idaho State Department of Education was also interested in supporting programs which offered a slate of quality vocational educational classes. Considering this, the state initially funded a feasibility study to visit other consortia sites to learn more about consortia operations. Once organized into a consortium, the state department of education agreed to pay 80 percent of the director's salary. Frank Bertino, who has been at Wallace School District during all of the mine closings observes:

> The state went along with that and gave us a feasibility grant and we used that to visit several other cooperatives around. They also brought in some people to visit with us and help us with putting this together . . . we got to the point where we hired a director, Pete Martinez, who's been with us ever since.

The community and parents realized that the schools had to offer courses that would enable their students to go elsewhere and succeed. Previously, the economy was secure enough that students were assured of an excellent paying job in the silver mine following high school. That soon changed, and the value of a high school education became more apparent. Pete Martinez, the Silver Valley Vocational Educational Consultant, explains the effect:

> Before the closing of the Bunker Hill Smelter, you had an economy that allowed a student to walk out of high school . . . and go to work in the mine making $30,000 to $40,000 a year. Then, that smelter closed down in 1981 and they started looking around and saying they needed to do something to make these kids competitive, not only here, but outside of the Silver Valley, because that's where they're going to have to go.

Internally Driven Needs

Curriculum renewal is not always initiated by externally motivated changes. Many times districts are in search of new curriculum and improved instructional delivery to better educate their students. These districts also turn to consortium memberships because they are unable to accomplish their goals alone. Often times districts are thwarted when attempting to upgrade their knowledge and skills in curriculum areas in which new, emerging approaches are occurring.

The Blue Mountain Small Schools Consortium is comprised of ten school districts in southeastern Washington. These rural school districts are geographically isolated, where the nearest university graduate school is a two- and one-half to three hour drive. The teachers and administrators wanted a closer source of inservice offerings in new curriculum and instruction innovations. They had little access to higher education services for renewing fifth-year teaching certificates, or investigating curriculum renewal, or simply taking summer classes for their own professional development.

The teachers and administrators wanted a closer source of inservice offerings in new curriculum and instruction innovations.

The consortium began searching for a means of delivering course work in the area that their teachers could conveniently attend. Private universities or extension state university course offerings were too expensive--financially beyond the reach of most teachers or districts. The consortium members pooled their resources and hired a consultant to write a grant funding a pilot project for summer classes for teachers and staff of member schools. The consultant is an education professor of a nearby private college (Whitman). An integral part of the grant application was the understanding that this consultant would be the professor of record for the courses. Two member district superintendents, Fred Yancey, and Ed Larsen, describe this change the consortium was able to effect:

> We didn't have a lot of luck getting the universities to come down to us because of our numbers. We couldn't put together 25/30 teachers. Working with the consultant and with the college, we got the first summer school in 17 years. They opened it up and allowed us to offer the credits on a cost basis rather than their normal basis. We've been able to provide credits for $50.00 per credit compared to $260.00 . . . Actually, in the first summer program, he had 91 teachers enrolled from the Blue Mountain area in his summer classes.

The curriculum renewal efforts the small schools organized not only met their curriculum renewal needs but also reduced the affects of professional isolation.

A concurrent issue the Blue Mountain Small Schools Consortium schools faced was the professional isolation of their faculty. The member schools were unsure of how to increase opportunities for their staffs to engage in professional growth activities while meeting their curriculum renewal needs. Normally, individual district teachers had little occasion to work together or even know what their neighboring colleagues were doing. This created anxiety in some faculty and a questioning of their own efficacy. The districts felt they needed to organize some activities that would diminish the affects of isolation. The

curriculum renewal efforts the small schools organized not only met their curriculum renewal needs but also reduced the affects of professional isolation. Fred Yancey, in explaining those efforts, noted:

> . . . the Blue Mountain Consortium, using the consultant again, formed a focus group that we call Elementary School Symposiums that are conducted twice a year as a minimum under some sort of theme. One year it was whole language. The teachers broke into sub-groups divided into specialties where all the fourth grade teachers of the member schools, all the fifth grade, etc. They could establish communication and talk about, 'how do you do whole language in your school?'

The Blue Mountain Small Schools Consortium and Whitman College continued to cooperate and offer education courses at the reduced tuition formula described above. The course offerings have been expanded to include mathematics and science curriculum classes, and curriculum and instruction classes for elementary talented and gifted students. The talented and gifted emphasis resulted in a year around academy where students throughout the consortium are brought together for instruction. This group of schools continues to thrive and plan for its member districts' growth. Its latest project is to apply for a grant supplying computers, television antennae dishes, and telephone connections to provide electronic mail for improved communication and contact among the districts.

Membership in a consortium engages schools and educators and also provides opportunities for access to new research and trends in curriculum renewal.

Professional isolation is not limited to southeastern Washington, but rather is a concern expressed by most rural teachers and administrators throughout the northwest region. Staying knowledgeable in current educational trends when distanced from both colleagues and institutions of higher education becomes a challenge. Membership in a consortium engages schools and educators and also provides opportunities for access to new research and trends in curriculum renewal. The process of educators coming together and working serves as a

professional development activity in which ideas, techniques and results can be exchanged. One teacher from rural Montana, Jolene Baldwin, describes how membership in a consortium reduced the affects of professional isolation.

> The rural schools tend to get very isolated. They don't have other teachers to talk to . . . Bringing all of these people together to come up with these curricula is so infinitely helpful just because you get out of that isolated stage.

Southwest Region and Dillingham, Alaska, School Districts have engaged in cooperative curriculum renewal activities for years. Faced with decreasing revenues these two districts started sharing such vital resources as personnel, facilities, materials, and ideas to help each other meet in-house renewal needs. The two district offices are in Dillingham, Alaska, approximately 1/4 of a mile from each other. Dillingham and Southwest Alaska are quite isolated, as is most of Alaska. The only way in and out of Dillingham is by airplane. Flight time to Anchorage is one and one-half hours, and the State Department of Education in Juneau is nearly a two hour additional jet flight from Anchorage. Because of this isolation, and the expense of bringing in technical assistance, they learned together to solve locally as many of their problems as possible.

Southwest Region needed technical assistance in its vocational education classes and cooperated with Dillingham to engage in a peer coaching arrangement for vocational education teachers. Dillingham provided their vocational education teachers as trainers and Southwest Region brought in their staff from the village schools. It was a mutually beneficial arrangement for both districts. Janelle Cowan, the curriculum coordinator from Southwest Region, explained how this project worked.

> So it's an opportunity for us to bring in our teachers . . .; they'd go to . . . training with the shop teacher in his shop. He prepared it very well and was very happy to come across as the expert. These people then went back to their sites and developed a real strong collegial relationship with the teachers in Dillingham. They would come to town, share ideas, get ideas, share materials, then go back to their site and be real effective.

Summary

Small, rural school districts gave several reasons for either joining an existing consortium or forming their own consortium for curriculum renewal efforts:

- Maximize resources
- Secure the services of a curriculum consultant
- Relieve over-extended staff
- Produce high utility curriculum products
- Meet state curriculum standards
- Reduce teacher isolation
- Provide professional development

In summary, the individuals interviewed indicated that one of the fundamental reasons small, rural school districts became part of a consortium was each district's lack of sufficient resources to engage effectively in curriculum renewal. This condition was reported in almost all districts regardless of whether the impetus for renewal was external or internal. None of the districts felt they could go it alone; they came to the conclusion that their best solution was to work together. This rationale is consistent with previous research findings on the formation and success of rural school consortia. But Sommer (1990) cautions schools to keep the following in mind when they are a part of a consortium:

None of the districts felt they could go it alone; they came to the conclusion that their best solution was to work together.

> . . . cooperatives that are formed *primarily* for cost saving are often troublesome to maintain. Fiscal resource sharing, unless controlled by an outside agency, is difficult to negotiate. If the central focus of the cooperative is economic--compared to maintaining or enhancing programs--it is difficult to preserve. (p.12)

Furthermore, a significant outcome of working together was their collective ability to appoint a curriculum expert to coordinate the renewal efforts. This met two

objectives. It provided the necessary expertise for relevant curricula, and it relieved over-extended building staff from that burden. An additional purpose for joining a consortium was to minimize teacher, administrator and student isolation. Educational professionals working together, brainstorming, and problem solving over curriculum renewal concerns are a powerful combatant to personal isolation. Few people enjoy their careers in isolation, separated from their peers, and unaware of new trends in the field. Consortium membership, by its very definition, means that teachers and administrators are going to work together. When that occurs, professional isolation is diminished in small, remote schools and resources are used more effectively in meeting districts' curriculum renewal needs.

Their need or desire to engage effectively in curriculum renewal was both the catalyst that created them and the bond that successfully kept them together.

Most districts stated that their principal reason for joining a consortium was to maximize their individual resources. What these consortia did not often articulate, however, is that their success and survival is strongly connected to maintaining and enhancing their curricula. Their need or desire to engage effectively in curriculum renewal was both the catalyst that created them and the bond that successfully kept them together.

II. CONSORTIUM GOVERNANCE AND OPERATIONS

> Governance includes such things as setting some priorities among all the possible objectives of the organization, allocating resources to meet these objectives, and coordinating the activities of members of the organization to accomplish the objectives more effectively. (Sergiovanni, Burlingame, Coombs, & Thurston, 1987, p.183.)

There is probably nothing as critical in consortia as the governance structure and operations of the coalition of schools. All school organizations require governance to operate effectively. This is especially true with consortia since they involve so many

different key players with potentially different individual needs and agenda items. Much of a consortium's effectiveness depends on how well it is able to attend to its member districts' needs through its operations and governance structure. Several common governance tasks emerged from the interviews across the sites relative to the organization of consortia with an appointed curriculum director. They are listed below. Within the parentheses are the page numbers where readers may locate more detailed information and interview quotations describing these tasks.

Much of a consortium's effectiveness depends on how well it is able to attend to its member districts needs through its operations and governance structure.

- Form a board of directors (pp. 18, 19)
- Set goals and a common purpose (p. 19)
- Arrange stable funding (pp. 19-22)
- Designate a fiscal agent (p. 20)
- Create member district contracts (pp. 22-23)
- Hire a curriculum director (pp. 23-25)
- Designate consortium evaluator(s) of the curriculum director (p. 25)

Most small, rural school consortia are officially represented by their member district superintendents because the superintendents have decision making authority, usually have been meeting together around other school issues, and, therefore, have an established access to each other. What often occurs is that, as school districts realize they are individually unable to meet new curriculum renewal efforts, the superintendents communicate this need among themselves. One of the superintendents often calls attention to the individual and collective needs of the districts which stimulates concern about their lack of preparation for curriculum renewal.

Usually, the person who is guiding the consortium's organization will spearhead the formation efforts and ask nearby districts to join. This task requires knowledge of each local district's situation, and considerable patience and negotiating skills. The benefits to each rural district must be explained and time allowed for each to make a decision. What is critical is that the person(s) identifying the need and promoting the consortium approach has the patience and credibility to fully explain the pros and cons of the proposal. Superintendent Dave Smyth notes.

The benefits to each rural district must be explained and time allowed for each to make a decision.

> With the state mandates coming in curriculum, this was the next obvious thing. I'm not sure this would have come together quite as nicely. Ken has a way about him to really negotiate nice arrangements in Union County. He's got to make an arrangement with each superintendent and board to contract with the Union ESD to do that.

A group of school districts that decides their individual needs will best be served by joining together into a consortium must first attend to governance structure and operational matters. One of the first items a consortium should do is designate a governing board of directors. Traditionally, consortium governing boards of directors are composed of member school district superintendents. There are several reasons for this. The superintendents are trained in school management and leadership, are experienced in working with boards of directors, have authority, and the districts are not faced with paying for substitute time as they do when classroom staff are released. They often are the ones who originally called attention to the need for a collective action to attend to school needs and want to assume leadership roles in the new configuration. Lastly, they are the professionals their respective school boards of directors will turn to for recommendations on funding, interagency support, and consortium operational concerns.

During the planning process, it is best if the member districts agree that each board member will have an equal vote and voice in consortium matters regardless of the size of the school district (s)he represents. For example, a school district with 75 students, although it may pay considerably less, has the same vote as does a school district with 350 students. This equity status has meant a lot to the smaller schools and built strong bonds of collegiality and collaboration among the members.

One of the first items a consortium governing board of directors should do is set goals and agree on a common purpose.

One of the first items a consortium governing board of directors should do is set goals and agree on a common purpose. This is very important. Even if changes occur later, and new purposes are arrived at, a process will have been established whereby agreements are reached through shared decision making and commonly held by the members. Failure to do this could lead to future misunderstandings.

Once a common purpose has been clearly established and agreed upon, the consortium needs to arrange stable funding over an extended period of time. There are several methods of accomplishing this. Some of the most common are: (1) agreeing to a equal annual fee; (2) state funds all or part of the costs; (3) grant funds; (4) an annual charge to each member district based on average daily membership (ADM); or, (5) a combination of these. Whatever the source(s), stable funding is critical, and all member districts should understand and agree to the formula. If, for example, a grant or grants are a major source of revenue for the consortium, then all information regarding the grant(s) should be shared. Member districts should know the amount of the grant(s), the operational timelines, and especially, what the consortium plans are when the grant money is expended.

Another necessary step to complete with the funding arrangement is to designate a fiscal agent to manage all of the consortium's finances. Usually, the designated fiscal agent is a member district who agrees to perform this service for the consortium. Normally, the fiscal agent bills each district monthly for its share of the consortium's expenses and then uses these funds to manage the consortium's finances. The fiscal needs primarily involve paying the salary and benefits of the consortium-appointed curriculum consultant, any support staff, and incidental material and equipment expenses. Using one fiscal agent greatly simplifies the process of managing the budget.

Of all the elements included in the governance and operations of a new consortium, establishing trust and rapport among the members may be the most critical.

Oftentimes paying for consortium services, even at a reduced, collective rate, is difficult for some school districts experiencing budgetary reductions. These districts may have to plan for one or two years in advance to budget for this new expenditure. When distressed financial conditions exist in school districts, considerable planning, patience, and time is needed to assist them in their decision making. If the goal is to bring these districts into the consortium, then allowances must be made for their concerns. Previous working arrangements between these districts in which trust and rapport were established provide credence that the new proposed working relationship will operate as well. Of all of the elements included in the governance and operations of a new consortium, establishing trust and rapport among the members may be the most critical. This is because so many other governance concerns turn on having good trust and rapport among the member districts. As ESD superintendent Ken Kramer observed:

> Our biggest problem initially was where to get the funding. It takes a lot of trust for a few superintendents to say to two smaller districts that had financial difficulties when we started, 'we'll work this out so that it will go.' If we hadn't already been meeting for the past number of years, this would have been very

> difficult to pull off. We had to know each other and trust each other. Once you get one administrator sold on this thing, you get another one . . . we've had some real help from the other people saying, 'Hey, let's not mess this up now.'

What is becoming more common today is that consortia determine costs to districts on a per-pupil charge basis. Many consortia now base their annual charges on average daily membership (ADM) which equitably determines the percentage of effort each district has. To illustrate how costs are determined on a per-pupil basis, consider a consortium composed of eight member school districts paying a proportionate share for a curriculum director. As part of the budget setting process, the superintendents first develop an annual budget for the consortium. Let us assume that the total budget for personnel, materials, and supplies amounts to $73,500. This figure ($73,500) is divided by the total number of students in the consortium. For illustration purposes let's again assume there are 3233 students served in the member districts. Dividing $73,500 by 3233 provides the average per-pupil amount of $22.73, or somewhat less than the cost for a new textbook for each student. Sharing costs such as these is a strength of the consortium approach and allows small, rural districts to take advantage of personnel and programs that otherwise would be denied them. As former Elgin district superintendent Joy Delgado explained regarding her district's fiscal situation:

> We all have a little bit of money, we don't have a lot. But when we throw it together, we have a large amount of money.

There is an additional benefit to determining each district's financial contribution on a per-pupil basis. When the curriculum specialist's services are being distributed among the districts, the time the director spends with each district may be approximately the same percentage each district is contributing to the consortium's funding. In the example mentioned above, if a small district's funding responsibility for 388 students is 12 percent, then a beginning range-finder amount to help determine distribution of the director's time and services may be the same 12 percent. The term "range-finder" is used to caution districts not to be lock-stepped into exact percentages when discussing the

curriculum director's time. Each district will have differing needs at different times that may exceed the specific percentages exemplified above. All of the differing needs each district has generally balance out during the course of a school year. What is advantageous is that the consortium has the flexibility to operate in a fashion recognizing and allowing for these differences. Also, some of the curriculum renewal work will equally benefit all consortium members at the same time, such as curriculum articulation products that each district may share.

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Contracts

School districts should be willing to make a long-term commitment to their participation in the consortium. As with all school change efforts, consortium involvement needs time to fully develop without being rushed. When the shared decision making results in clear goals and purposes, it presents a compelling argument for each district to make a long-term commitment to the consortium. A significant part of this arrangement is to establish operating by-laws, and a membership agreement or contract (see Appendix A).

Individual school district's membership responsibilities in a consortium are usually detailed in a contract (Appendix A) among the parties. Generally, elements of the contract are: (1) identification of all of the parties; (2) member school's rights and responsibilities, including a clear termination clause; (3) identification and definition of the curriculum director; (4) the costs; (5) the fiscal agent; (6) management and (7) treatment of consortium property; and (8) the length of time of the contract.

A formal contract between the parties clearly explaining the details of the agreement is preferred over an informal one that may leave out important details. The

consortium's and member districts' interests must be protected to ensure that the financial and legal status of each is not jeopardized. This is especially true for the termination clause. If the consortium has made annual financial commitments based on revenue coming from member districts' dues, then individual districts cannot be released from their commitment in the middle of a school year. Such an early release could greatly imperil the consortium's and the remaining member districts' finances. For example, let us assume a consortium hired a curriculum director for a contracted annual salary and benefits package based on member districts' annual dues. One district then decides to withdraw from the consortium before the end of the school year, and before paying all of its membership dues. An early withdrawal such as this could threaten the consortium's ability to honor its contractual agreement with the director. This is a position in which neither consortia nor school districts want to find themselves. Care should be taken to write member contracts that explicitly attend to such details and are enforceable.

A formal contract between the parties clearly explaining the details of the agreement is preferred over an informal one that may leave out important details.

Incidentally, in some states the state attorney general's office must approve any inter-governmental agency contracts or agreements. Consortium member contracts need to be sent to the Attorney General's Office for approval and counter-signature. It is wise to review relevant state statutes and administrative rules and regulations to determine whether this is required in your state.

Selection, Hiring and Employment of a Curriculum Director

The hiring and employment of a curriculum director for curriculum renewal purposes is a major consortium function and responsibility. The curriculum director position not only provides needed knowledge and

The hiring and employment of a curriculum director for curriculum renewal purposes is a major consortium function and responsibility.

skills, but also relieves over-extended staff of some of these tasks. The selection committee charged with the responsibility of hiring a curriculum director should represent a wide cross section of the consortium member districts. Employment of a curriculum director to lead member districts in curriculum renewal efforts is a major undertaking. As much care should be taken to articulate and fill this position as the individual districts would take in filling any professional position charged with similar responsibilities.

Normally, the consortium's selection committee is composed of administrators, parents, and teachers from all member districts. Whoever is leading the search committee checks with the consortium members for input on their thoughts. Basically (s)he inquires, 'what kind of person are we looking for?' A job description, with professional qualifications, including experiences, should be drawn up before the consortium begins advertising the position. Generally, requirements include:

- Previous teaching experience
- Master's, Doctorate Degree
- Previous leadership experience in curriculum development and implementation
- Sufficient knowledge, skills, and experience idiosyncratic to each consortium/cooperative's needs
- Administrative certification or college level teaching experience. (Some of the site interviews indicated that the curriculum director position, when full time, was preferred as an administrative appointment rather than a teaching one.)
- A good understanding of the job expectations/responsibilities.

The selection committee should always follow standard practices and procedures in the hiring process.

The consortium board of directors members should agree that one, or at most two, of their members take the responsibility to evaluate the curriculum director. It should be clearly understood, **by all parties**, who the director reports and is responsible to. All of

the member districts and board of directors should obviously have direct access to the director on any service delivery questions, but evaluation matters should be left to the designated individual or individuals. It is equally important that each superintendent have input on the curriculum director's evaluation. Superintendents' input is important, and a process must be developed allowing for this. When such an evaluation process is operational, and if particular concerns arise, all districts may communicate if they so desire. Following a process such as this is critical because it demonstrates that both celebrations and problems belong to the consortium, not to any one district. Final recommendations or actions, however, should go through the designated evaluator(s). It is too much to expect a curriculum director to be supervised and evaluated by each superintendent and school in the consortium. Appointing one or two administrators in charge of evaluation provides a professional relationship with the coordinator and is a much better working environment for all parties. An integral part of this professional environment is a periodic review of the purpose(s) of the chain of command in the evaluation process.

It should be clearly understood, *by all parties*, who the director reports and is responsible to.

Governance Recap

Many governance tasks were identified by the consortia interviewed for this handbook. As in most rural school operations, these varied from site to site. However, the most prevalent of these emerging from the investigated consortia include:

- Form a Board of Directors
- Set goals and a common purpose
- Arrange stable funding
- Designate fiscal agent
- Create member contracts

- Hire curriculum director
- Designate consortium evaluator(s) for the curriculum director.

Operations

Several common topics emerged from the interviews relative to organization and operations of the consortium with an appointed curriculum director. They are indicated below. Included within the parentheses are the page numbers where readers may locate more detailed information and interview quotations describing these tasks.

- Curriculum director decision making authority (pp. 32, 49)
- Member district communication procedures and issues (pp. 27, 28)
- Superintendent/staff/director relations (pp. 27-31)
- Student, school, community, and staff needs (pp. 28, 31)
- Current regional or local economical, social, educational trends (pp. 28, 29)
- Current trends in research and practice (pp. 30, 31, 55-60)
- Collective program development (pp. 28-31, 42-55)
- Allocation, utilization and management of curriculum renewal resources (pp. 31-32)

Each consortium approached these tasks and issues somewhat differently.

In the Blue Mountain Small Schools Consortium the member school district superintendents are the governing board. They meet regularly and decide on the direction and intensity of consortium actions. Although, initially, this may sound very much like a top-down administratively driven program, it is not. The superintendent's group is the only group that meets regularly and has the authority to make member district decisions about consortium actions. However, they do not dictate, they communicate with their building staff and seek their input. They knew their staffs wanted expanded professional development activities. This was the consortium's major goal and commonly held purpose. However, they were not sure which professional development or inservice activity was the highest priority for their staffs. In order to

gather this information they regularly survey their teachers and use this data to set their agendas. By consistently operating in this manner, the teachers' needs drive the consortium's programs and activities. The superintendents become advocates providing the means to deliver knowledge and skills in areas their staffs have requested assistance. As district superintendent Ed Larsen explained:

Surveying staff, evaluating the results, and then providing training in the areas teachers request, builds considerable trust and rapport between the superintendents and the building staffs.

> We do periodic needs assessments with all our teaching staffs. We have a good solid idea of what curriculum and instructional areas they would like to have help in. We do that with all nine schools, pull it together, and then take a look at the package and say we've found a way to work on hands-on science, so let's make a real effort in that area.

Surveying staff, evaluating the results, and then providing training in the areas teachers request builds considerable trust and rapport between the superintendents and the building staffs. This, in turn, creates teacher trust in the ability of the consortium to meet building staffs' identified needs. The result of this process is that, although the superintendents are the governing board of directors, the building-level staff's needs are setting the course the consortium pursues.

One of the advantages of program sharing is that it maximizes the teaching staff's expertise and avoids expensive personnel and program duplication.

Some member schools in consortia share high school programs and students because, individually, they cannot afford to duplicate the same courses. Here is a specific example of how a consortium curriculum director provides a vital curriculum renewal service to member schools and students. (S)he is in the position of overseeing all of the consortium course offerings and maintaining a holistic perspective of what classes could be offered at which campus. The district representatives then meet and reach final agreement. One of the

advantages of program sharing is that it maximizes the teaching staff's expertise and avoids expensive personnel and program duplication. It is a valuable method of maximizing human and material resources to engage effectively in curriculum renewal efforts.

When school districts are physically close to each other, sharing courses and students merits consideration. Being geographically close is necessary for two reasons. First, and foremost, short travel routes minimize the time students are on buses and out of classes. Second, the shorter distances buses travel lowers fuel expenditures and increases a program's cost effectiveness. In a situation where consortium members are close and agree on the courses to be offered, students benefit from a much wider list of course offerings.

In the Silver Valley Cooperative in Northern Idaho, three high schools share seven high school vocational education courses. All of the courses are selected to enable the cooperative to maximize each staff member's certification and areas of expertise. This has allowed the consortium to offer one to two teaching sections of each vocational education class. This is especially important in light of the student enrollment losses and resultant program cuts Silver Valley has endured over the last decade. All three high schools are only fifteen miles distant from each other. This short distance minimizes student traveling time and allows the three districts' transportation departments to coordinate all of the consortium's student transportation needs. Creative use of available human, material, and equipment resources allows this consortium to engage in curriculum renewal by consolidating its high school vocational education classes. It is a dynamic monitored by the member superintendents and the curriculum director ensuring that program offerings remains current for the students.

The member high schools are very much in favor of the consortium structure and value how it has provided more course offerings for students. The consortium's organizational structure, at present, allows each high school to take advantage of its

strengths and minimize its weaknesses. This form of resource sharing among the high schools is a significant asset for the consortium's curriculum renewal efforts. For example, if one school does not have the physical space for a particular course, it might be possible to offer that course at another campus which does have the space. Having the ability to share campuses is a significant curriculum renewal asset; class offerings are not dropped, instead the students are bused to the school which has adequate room. Joe James, a district administrator at one of the high schools, felt the consortium matches very well with their local situation:

Having the ability to share campuses is a significant curriculum renewal asset; class offerings are not dropped, instead the students are bused to the school which has adequate room.

> The vocational consortium we have developed with Wallace, Mullan, and Kellogg, allows us all to have courses or extend our curriculum to programs we couldn't offer in our own setting. At the same time, many of the courses now end up being offered in other areas than here because they have the space where we didn't. It gave our kids an opportunity to take courses in another building, which breaks down some of the old barriers between schools.

Southwest Region and Dillingham, two Alaska school districts, are isolated. They are the only public schools in the remote Bristol Bay region of Alaska. Located in the same small city, the school districts' central offices find it mutually beneficial to share resources and programs. By combining resources, these two districts are able to provide more comprehensive curriculum renewal efforts together than either can manage alone. For example, Southwest Region's curriculum director will often organize a renewal activity for both district staffs, such as language arts curriculum articulation, and then hold it in Dillingham's facilities. Superintendent Ben Cherry recalled:

> There was a lot of coordination, planning and design. I was the curriculum coordinator; I was working primarily with the Dillingham Superintendent of Schools. We would bring staff into Dillingham and collaborate with the Dillingham City Schools. They opened all of the classrooms in Dillingham City Schools and we would bring in our personnel. They would stay with Dillingham teachers. They would cooperate that way to save costs.

> **"It's not a formal effort. What is ours is theirs, and we share facilities and materials. It's a trust relationship."**
>
> **Ben Cherry, Superintendent**

Agreement between the two districts is informal; they have not drawn up a written contract structuring the scope of their curriculum renewal agreement(s). What they have is an understanding based on several years of working together. Both districts unselfishly share, which is advantageous for each as it extends their curriculum renewal options. Superintendent Cherry explained:

> In this case, this is a very small community and the central office people from Southwest and the Dillingham personnel get to know each other quite well. It's not a formal effort. What is ours is theirs, and we share facilities and materials. It's a trust relationship. We're in and out of that school building and district without any problem.

Dillingham allows Southwest Region to use its facilities and some materials in exchange for the use of Southwest Region's Curriculum Director's time and skills in a consortium approach that benefits each district.

In the Union-Wallowa Counties Curriculum Consortium, the participating school district superintendents meet monthly. The decision-making authority is shared equally among participating districts with each district having an equal voice. Consortium needs are discussed and directions agreed to for the two education service district (ESD) superintendents to implement with the curriculum director. The district superintendents, together with their teachers and curriculum council representatives, decide what curriculum areas their school will develop. At first, when initially organizing the consortium, some of the districts questioned the purpose and procedures the consortium would employ. The consortium was not yet producing or

> **The consortium was not yet producing or selling a product, as much as it was promoting intellect and knowledge of curriculum implementation. This was an unknown form of operation.**

selling a product, as much as it was promoting intellect and knowledge of curriculum implementation. This was an unknown form of operation.

The curriculum director's time is sold to each district based on average daily membership (ADM). In Wallowa County the ESD pays her salary and then bills each participating district based on the above formula. In Union County, the ESD bills each district for the director's time. The salary is not an even split between the counties: Wallowa County pays a little less because it has a somewhat lower ADM. Although finances were very tight when the consortium was first organized, this funding formula has now produced a sound financial base.

Almost two years experience in the consortium has shown these districts the value of their membership. These districts realize many benefits coming from the consortium-hired curriculum director, including concrete examples and products, and assistance in meeting the state curriculum standards. As building principal Bruce Mulvaney explained:

> The key features we find with the coordinator in place is that she gives a direction, a thread, a guiding light to those of us out here in the trenches who have to produce all the paper to validate what we're doing. Without it we'd be swimming around, paddling, treading water with no end in sight.

The South-Central Curriculum Consortium in south-central Montana organized its member districts as a means of helping them meet the new state curriculum standards. Stretching over three counties and composed of eleven school districts, the consortium is governed by a board of directors comprised of school administrators or other district-designated representatives. Each member district is asked to send a representative of their choice to the monthly board meetings and to take an active role in the consortium's governance.

Gallatin County Superintendent of Schools, Mary Ann Brown, manages the consortium budget and supervises the curriculum director. Their curriculum director's salary, curriculum products and teachers' release time, are financed from a budget created

"We wanted someone who really has a handle on curriculum development, we want that person doing it."

Mary Ann Brown, Galatin County Superintendent of Schools.

by billing each member district a base fee of $500.00 plus a $10.00 charge per student (ADM). The charge per student is levied to balance the additional time the director spends with the larger districts. The consortium's primary goal is to better meet the new state accreditation standards by banding together and sharing resources. The member districts are very interested in complying with the new curriculum mandates and in improving their schools. Brown summarizes:

> We have a sense of responsibility to our taxpayers who supply us with the money, to education, and to students. We hired a director. We wanted someone who really has a handle on curriculum development; we want that person doing it.

Operations Recap

Several common topics emerged from the interviews relative to the organization and operations of the consortia with an appointed director or consultant. Although there was some variance among the different rural sites the most common of these topics include:

- curriculum director decision making authority
- member district communication procedures and issues
- superintendent/staff/director relations
- student, school, community, and staff needs
- current regional or local economical, social, and educational trends
- collective program development
- allocation, utilization and management of curriculum renewal resources

Use of the Consortium Curriculum Director

How does the curriculum director provide service in a consortium composed of several districts, spanning many campuses and involving scores of teachers and administrators? Clearly, the curriculum director has to divide his/her time among the member schools. An arrangement has to be sorted out whereby the districts feel they are equitably receiving the services they are paying for and the director does not become over-extended by attempting to serve all of the districts' needs simultaneously.

The director operated and functioned a little differently in each of the consortium sites investigated. Although individual needs dictated somewhat different tasks, certain similarities existed among the positions. Whereas the curriculum directors were often hired for similar roles, frequently they delivered different curriculum renewal services designed to meet the needs of his/her respective site. The directors' curriculum renewal strategies are refined from the requirements listed on pages 24 and 25. Three distinct responsibilities for director-delivered curriculum renewal service dominated the investigations. The three different areas of responsibility are: (1) a director(s) hired to assist in meeting new state curriculum standards; (2) a director(s) hired to lead curriculum renewal efforts by consolidating curriculum offerings; (3) a director(s) hired to provide professional development activities to staff as the foundation for curriculum renewal activities. Listed below are descriptions of how the curriculum directors operated within the parameters of their primary curriculum renewal responsibility.

State Curriculum Standards

The consortium curriculum directors hired to assist districts to meet new state curriculum standards employed many varied and diversified strategies. Reported below are the strategies most frequently mentioned in the interviews. Within the parentheses are the page numbers where readers may locate more detailed information and interview quotations further describing each strategy.

- Meet regularly with all of the schools and their staffs (pp. 34-36)

- Communicate well and listen especially well to smaller districts' concerns (pp. 35, 36)
- Establish a consortium-wide curriculum council representing every member district (p. 36, 37)
- Promote equity among all member districts (pp. 35, 36)
- Lead the development of grass roots, building-developed models (pp. 36, 37)
- Provide for district autonomy and independence within the consortium structure (pp. 36, 39)
- Assist member districts write their curriculum documents (pp. 37, 39)
- Contact state department(s) of education for information, assistance, and interpretation of requirements (p. 37)
- Prepare districts to meet state department of education accreditation requirements, and satisfy on-site standardization visits (pp. 34-40)

A group of nine school districts spread across two counties spanning hundreds of miles of remote Oregon state highways needed someone to take charge and coordinate the efforts to update their curriculum standards. There was little unity or coordination of purpose between schools in the two counties; indeed, what they had previously attempted was largely ineffective. They were not sure of exactly what to do but they knew they needed to change. Facing this dilemma, the districts agreed to a consortium process which produced a product that benefited all of the participants.

There was little unity or coordination of purpose between schools in the two counties, indeed, what they had previously attempted was largely ineffective.

One of Robin McGrew's (Curriculum Director for Union and Wallowa County Consortium) first agenda items was to visit every district, and to meet, talk and listen to teachers and administrators. She felt it was important for her to meet the staff in all of the districts and allow them to meet and learn something about her and her position.

Robin next organized a consortium curriculum council comprised of members from each participating district who would be her primary contact people. The method of selection and composition was left to each district. Some districts have one representative; others have one per building. What is most important is that each representative and each district is treated equitably. Equitable treatment of all districts, regardless of size, ensures the active participation of the smaller districts.

Equitable treatment of all districts, regardless of size, ensures the active participation of the smaller districts.

The council meets monthly, rotating their meeting sites between districts equalizing the amount of travel for committee members. Robin realized that each district working individually was simply continuing earlier ineffective and unproductive practices. What has been effective is providing the council members with adequate release time to meet regularly and work together to coordinate their efforts. She asked for and received the superintendents' support to provide release time for their teachers.

> It just seemed a whole lot more appropriate if we all came together periodically to work. In all cases people (superintendents) were willing to provide release time to teachers so we could do it. They didn't want the teachers to work after the regular school day, or at night, or on weekends and said, we'll give you release time.

The curriculum council realized after the first few months that one-half day release time for each curriculum meeting was inadequate. Four hours is insufficient time for the committee members to accomplish much because of the amount of time needed for travel. The schools and committee soon increased their meeting time to a full day to improve efficiency. This increased time for project tasks to be distributed among all faculty which allows every staff member an opportunity to personally experience the curriculum renewal process. Robin summarizes the changes the consortium made in the training sessions:

> . . . we went to a full day this year, which was really very efficient. We met fewer days . . . and gone to a full day where superintendents, principals, and teachers would get together in their districts and decide who would work on the project(s). Ideally, by the time we get through all the curriculum writing part of the project, every staff member would have had an opportunity to be on a project so they understood how the process went.

The director arranges her work schedule to meet the local school's needs. For those schools who want to work individually, she travels to their buildings and meets with the staff at their convenience. Robin sees that each school she works with is treated equitably and determines its own direction. This establishes a comfortable environment for the teachers and administrators to work in:

> We'd work until we got done--if it took one, two, three days, or whatever it took. They were more than happy to release those people and work it through that way.

Each district maintains its autonomy and determines its own direction for curriculum renewal. The sharing primarily involves resources and does not automatically include duplicating each other's curriculum content. Each district, thus, is able to develop a personal scope and sequence for its students and community. It is coincidence if these endeavors parallel other districts' efforts and products. A strong appeal to the districts sharing the curriculum director is the fact that each district can act independently and produce its own unique product, if it so chooses.

A strong appeal to the districts sharing the curriculum director is the fact that each district can act independently and produce its own unique product, if it so chooses.

The group of school districts that would soon comprise the Montana South Central Curriculum Consortium formed their board of directors which then officially created their curriculum consortium. Revenue was a concern and the board of directors was only able to fund a curriculum director fund position at .5 FTE. Sue Kidd found the curriculum renewal leadership needs of the position challenging. She applied and was appointed curriculum director for the South Central Curriculum Consortium. The

organizational structure is designed whereby she reports directly to the board of directors. It is the decision making body and passes its decisions on to the director to implement. As Sue explains:

> I came in last fall in about October. At that time there was a council that had been formed of superintendents, clerks or board people from various schools that had found a need. They wanted to develop curriculum, and they wanted to do it as a group . . . they developed their Director's Policy; they act as the decision making group. I was hired on a ten-month basis as the director to organize the committees and to come up with these two documents--health and library media.

Kidd's curriculum renewal responsibilities are similar to those of the Union-Wallowa County's Curriculum Director. Her primary responsibility is to assist the member districts meet the new state curriculum accreditation standards. The state board of education established a timeline calling for schools to begin developing the new curriculum standards in September 1991. Most of the member school districts were unprepared and needed leadership for their curriculum renewal efforts.

As curriculum director, Sue is expected to direct the consortium's daily curriculum renewal activities. One of the director's first tasks was to establish standing curriculum committees to assist in drafting the curriculum documents. Member district volunteers staffed the curriculum committees. Much of her role as director involves organizing and leading the curriculum committee activities, and communicating regularly with her member districts. She also spends considerable time contacting other consortia and the State Office of Public Instruction for information, and analyzing other curriculum documents for possible ideas. Sue describes her organizational plans for coordinating the consortium's curriculum renewal efforts:

> Basically, I initially developed a timeline saying this is how we're going to structure this and we'll try to stay as close as we can to this timeline. Some of the dates have been somewhat changed, but we've pretty much followed that the first year. A clerk has taken over the secretarial role and comes and takes notes of our meetings and sends out an agenda. We've become real structured.

The board of directors also has an agenda it wants to keep. Uninvolved in the daily operations the curriculum consortium engages in, it does, however, expect periodic reports on the consortium's progress. Meeting Montana's new curriculum accreditation standards is especially important to the board of directors. Gallatin County Superintendent Mary Ann Brown explains the governing board of directors' rationale and expectations:

The board of directors also has an agenda it wants to keep. Uninvolved in the daily operations the curriculum consortium engages in, it does however, expect periodic reports on the consortium's progress.

> We're not going to be involved on a day-to-day basis with this, but we're going to want to know on a monthly basis what the status is. That's what we ask her. Every month she gives us a report of what's happened, how things are coming, and where the communication hasn't been helpful.

Clearly, the curriculum director is expected to coordinate the consortium's curriculum renewal efforts. She is provided support service assistance to prevent her from becoming overly occupied with clerical tasks. The board expects the director to devote all of the time she is able to directing the consortium's curriculum renewal activities. Superintendent Brown added:

> . . . I want that director to just direct the development and not be involved with the multiple mailings of all this information. We do have a clerk who puts the agenda together with the board chair and myself. That person writes all the warrants, supplies us with a warrant list just like a clerk would do, or a financial person, for a school district.

South Central's Board of Directors and the member district superintendents agreed to fund six release days for the teachers to meet in their curriculum committees and write the curriculum documents. The committee members come from all of the member schools and are able to exchange ideas, information, and methods. This peer interaction proved to be a valuable activity for the consortium and for the individual school districts. Many of the schools have four or less teachers; this format provided

them with information and materials they could immediately use. Teacher Jolene Baldwin reports her impression of how the process works:

> The positive is that you get all this input. You get that input from other schools, so that it's not just your little chunk. You get ideas from other people. When you only have three or four other people on the staff it's nice to get those other ideas. There are eight different curriculums that have to be rewritten. We got to pick the ones we wanted to work on. We write the curriculum the first year and evaluate it the next year.

The consortium's board of directors elected first to write the curriculum for health enhancement and library media. Sue Kidd provided the committee members with considerable leadership and expertise in drafting the curriculum documents. None of the teachers had much previous experience in curriculum writing; Sue's organizational skills and curriculum writing experience provided leadership that assisted the committees. Jolene Baldwin observed:

"The positive is that you get all this input. You get ideas from other people. When you only have three or four people on the staff it's nice to get those other ideas."

Jolene Baldwin, Teacher

> She had written curriculum before. So she basically said these are the guidelines and this is what you can do today. If we didn't have someone there in charge we'd never get things done. She would say, 'this is what we need to do and the order we need to do it in.' When we'd come up with questions, she'd call OPI (Office of Public Instruction). There was someone who was in charge.

After the curriculum committees wrote curriculum documents for health enhancement and library media, the committee members took drafts to their home schools. They were free to make whatever changes they felt were necessary to best meet their school and students' needs. Each school district's autonomy was assured; it could make any changes it desired. Jolene Baldwin continues:

> The committee members wrote it as a group, then it goes to each individual school. They refine it, and their board either takes it or not. We, as teachers, sat down and edited the health enhancement and the library ones. We write it and use this year, then next year we are going to monitor or evaluate it . . .

All member districts are treated similarly by the consortium and the curriculum director. The consortium-wide curriculum committees established a collegial environment which ingrained equity into the consortium's operations. Robin McGrew, Curriculum Director for Union-Wallowa County Consortium, feels that the districts working together as equals is a primary reason for the success of its curriculum renewal efforts. Each district pays its equitable share and receives the same in services and products:

The consortium wide curriculum committees established a collegial environment which ingrained equity into the consortium's operations.

> One of the things that made this project so successful is that we were all willing to work together. All districts were willing to give it a try and share what we have. Nobody felt like they were being overworked and somebody else wasn't contributing their part.

State Curriculum Standards Recap

The Union-Wallowa County Curriculum Director and the South Central Curriculum Director make concerted attempts to maintain each district's autonomy in its curriculum renewal efforts within the centralized structure of the consortium. They visit each district regularly and provide leadership and assistance to meet the new state curriculum standards. The unique needs and desires of each district are valued and included in its curriculum documents. Each district is equally represented on the consortium curriculum committees, regardless of size. Their leadership and requests have encouraged each district to provide release time for its teachers to work on their curriculum documents. The release time allowed the teachers to work fresh, uninterrupted, and produce quality curriculum documents for each district.

Their leadership enabled the districts to meet state standards with meaningful, high utility documents for each district's use.

The directors were also able to contact other service and technical assistance providers and obtain additional needed information or materials that individual teachers lacked time to do. Their leadership enabled the districts to meet state standards with meaningful, high utility documents for each district's use.

The consortium curriculum directors hired to assist districts meet new state curriculum standards employ many different strategies. The most prevalent of these are to:

- Meet regularly with all of the schools and their staffs
- Communicate well and listen especially well to small districts' concerns
- Establish a consortium-wide curriculum council representing every member district
- Promote equity among all member districts
- Lead the development of grass roots, building-developed models
- Allow district autonomy and independence within the consortium structure
- Assist member districts to write their curriculum documents
- Contact State Department(s) of Education for information, assistance, and interpretation of requirements
- Prepare districts to meet State Department of Education accreditation requirements, and satisfy onsite standardization visits

Curriculum Directors Who Employ Curriculum Consolidation Measures As Curriculum Renewal Efforts

Those curriculum directors employing curriculum consolidation as a means of engaging in curriculum renewal also utilize diversified strategies. The strategies occurring most frequently are listed below. Within the parentheses are page numbers readers may turn to for more detailed information and interview quotations further describing each strategy.

- Coordinate all curricular offerings, in areas of responsibilities, across the consortium (pp. 44-50)
- Work with state departments of education, establish and monitor state and federal program requirements (pp. 46-48)
- Communicate closely with each member district (pp. 44, 49)
- Set and manage multi-faceted budget in areas of responsibilities (pp. 44, 46)
- Create, implement, and monitor professional development efforts (pp. 46, 48)
- Write grant proposals (p. 44)
- Monitor and supervise staff in areas of responsibilities (pp. 47-49)

One of the identified curriculum director approaches actually involves two individuals leading two different programs for the same consortium. For both programs, their major curriculum renewal efforts center around consolidating their curricular offerings. The first consortium established a vocational-educational program designed to maximize course offerings for three high schools. The economy supporting the three high schools in the Silver Valley has been suffering an extreme downturn resulting in the schools experiencing high family and student out-migration. This created budgetary constraints for each of the high schools. Preserving as many relevant vocational courses as possible through program consolidation became the consortium's primary curriculum renewal effort. Another condition precipitated by the out-migration was the scarcity of certified vocational education teachers. A technique the consortium used to counter the teacher shortage was to maximize the use of certified personnel already under contract to one of the three districts.

This curriculum director's primary responsibility is to direct the cooperative's vocational education program on all three of the high school campuses. The geographic closeness of the three districts allows the consortium to create a vocational educational program available to high school students from the three separate districts. This is accomplished by busing the students to the different classes. Two periods are used in the

The geographic closeness of the three districts allows the consortium to create a vocational educational program available to high school students from the three separate districts.

afternoon as common periods for cooperative vocational education classes. Students are scheduled in the classes for those times and the bus delivers the students at noon to the different campuses and then picks them up after school.

Programs are not duplicated, each campus has one or more vocational educational courses that high school students in the three school districts are eligible to take. Offering one class, for example, **Industrial Mechanics**, at one location enhances cost-effectiveness and maximizes the use of certified vocational education teachers, a premium in the consortium. Although this operation certainly reduces unnecessary duplication, it requires a director who can oversee the entire program, and manage the logistics to satisfy many administrators, teachers, and scores of students across the three campuses. Kellogg School District Curriculum Coordinator Joe James explained:

> One, we don't have that many certified vocational teachers. Two, we just don't have the facilities. Even if I had a teacher right here, we don't have a building that has any room. We initially started off with placing most of the classes in Wallace because they're in the middle and had a lot more empty space than we had.

Each district maintains its individual identity, the students simply have a much wider range of vocational educational courses they may now take. Schools and students feel they have more available classes. Students are on the rolls of their parent (home) school and simply attend classes on other campuses that they might not be able to attend otherwise. As Mullan Superintendent Robin Stanley observes:

> This is extremely beneficial that it makes it work for a cooperative effort rather than a consolidation from the top down that is usually resented by the communities . . . the boards reapprove our participation in this and reaffirm the advantages of having our kids in a welding class in Kellogg that we couldn't offer . . . our kids are still wearing Mullan colors, still enrolled in the Mullan School District, and they're just being bused down there for one class. At the same time, we are seeing kids with Kellogg letterman jackets up here. It's been

real advantageous as far as breaking down some of those artificial barriers that have existed.

The curriculum director adds:

> You'll see that on the school's schedules . . . typically at the bottom of each of the schedules you'll see voc ed classes and it will list all of the classes available with no distinction as to whether it's in Kellogg, Mullan, Wallace, or wherever. They are showing these right on the schedule.

The curriculum director's role in coordinating all of the elements involved in developing and implementing the vocational educational program is critical. He often manages resources among the participating districts to facilitate resource allocation and service delivery. Sometimes, because the curriculum director oversees the entire program, he is cast in a peacemaker role explaining how and why resources are allocated and why classes are located where they are. Jim See, Mullan School District Counselor, describes the curriculum director's role in overseeing all of the consortium's needs:

The curriculum director's role in coordinating all of the elements involved in developing and implementing the vocational educational program is critical.

> Mr. Martinez, again, is a key player in that he is able to orchestrate things and keep us well informed of other district needs. If I have a transportation problem and I'm upset because a student's needs are not being met and I pick up the phone hot, and call Pete, [he] reminds me that there are other districts that the bus transportation schedule doesn't meet . . . It takes some personality, but it takes a willingness to work through it. We respect each other's needs more so than if it were forced from the top down.

The directors must also be aware of grants for which the consortium may qualify. Grant revenues are very important because they may fund projects and programs that otherwise might not be available. Dr. Martinez is a highly skilled grant writer, and spends a significant amount of his time writing grant proposals.

> . . . I also do a considerable amount of grant writing. We're doing some calculations and they run about $100,000 a year. Those vary from as low as $1000 on up to $100,000.

Besides management and leadership skills, the director must have a complete understanding of all the intricacies of the program(s) for which he is responsible.

Besides management and leadership skills, the director must have a complete understanding of all the intricacies of the program(s) for which he is responsible. The Vocational Education Director needs to be knowledgeable about vocational education at several different levels. He obviously has to know what is occurring in her/his district but also must know the current state, regional, and national trends and have a good idea of how the relevant ones could be useful in the Silver Valley. They also are evaluating programs for their utility for the consortium. Robin Stanley, Mullan School District Superintendent who works closely with the directors, describes some of their qualifications:

> Our coordinators . . . know a lot about the business. They know a good program when they see it and they know a poor program when they see it. They know why it's good or poor. All of them are skilled at making contact with the appropriate other agencies we have to interface with.

Dropping one course with low utility in order to free up needed resources for another one with high utility is a decisive curriculum renewal strategy.

The Silver Valley Cooperative's curriculum renewal efforts are not limited to consolidating curriculum by combining courses. Courses are under continual review. If a vocational education class no longer has utility for the students' and community's benefit, then it is dropped. Dropping one course with low utility in order to free up needed resources for another one with high utility is a decisive curriculum renewal strategy. Frank Bertino, Wallace School District Superintendent, explains how this approach benefits their curriculum renewal efforts.

> The motivation was to get more bang for the bucks so we could preserve some of the vocational programs. An example of a vocational program that doesn't exist

> any longer was the Vocational Mining Program. We were the only high school in the country that had a vocational mining program. That went. It wasn't because we thought it was a poor program, it was just that it didn't make sense to train miners for jobs that weren't there.

The consortium approach is equally valuable for the special education programs the Silver Valley school districts offer. The schools opted for using the same consortium model employed by the vocational education programs for many of the same reasons vocational education first consolidated its programs. It is programmatically successful, cost effective, and provides access to expensive support service programs that are critical to successful special education operations. The consortium approach also allows the districts to offer an expanded range of services to their special needs students that might have otherwise been denied. Superintendent Frank Bertino observes.

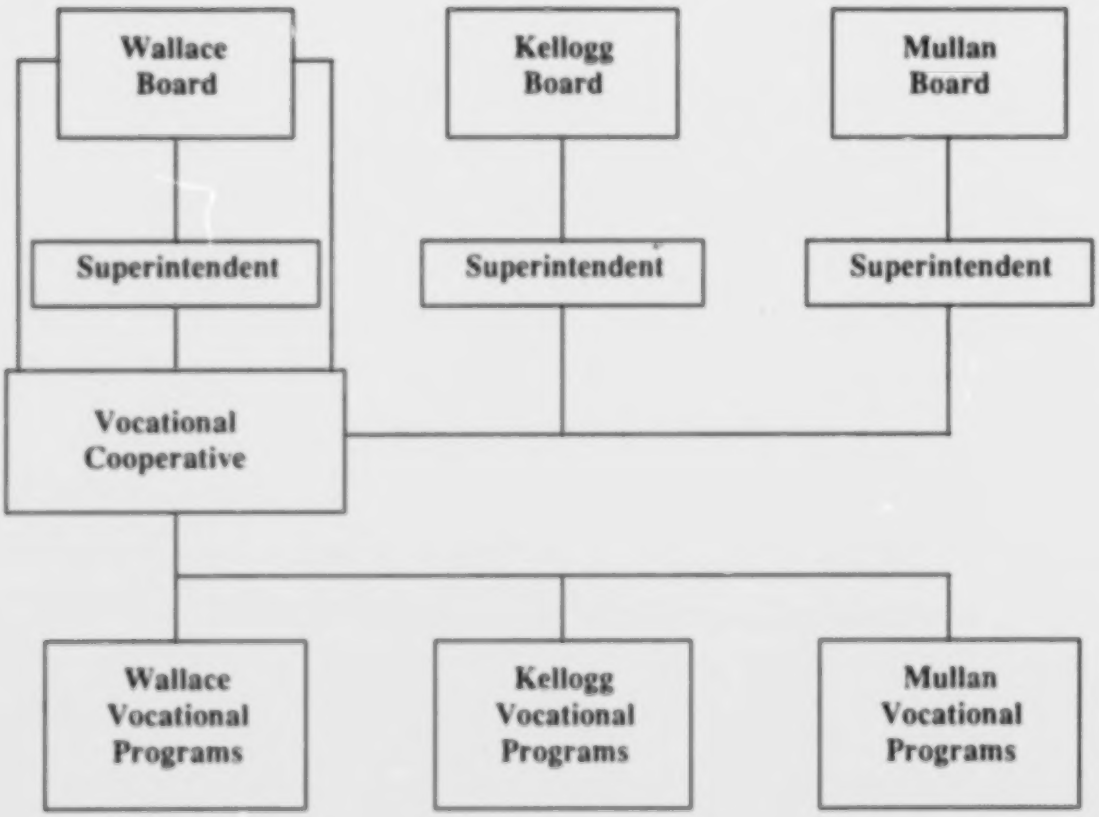
> We went into the consortium to be able to, as a small district, utilize services that we could not afford ourselves. That included a vocational component for our transitional students, life skills component, along with psychological services and speech services, which prior to 1982 we were having to contract with individual specialists for and was quite expensive.

Figure 1 illustrates the organizational structure of the Consortium's Vocational Education Program.

The Silver Valley Cooperative's Special Services Director position is varied and demanding. All students, qualifying for service, must be certified under federal statute PL 101-476, Individuals with Disabilities Act of 1990 (IDEA), which must be closely monitored. Budgets from different federal and state agencies have to be managed. Personnel requirements are particularly demanding, they include recruiting, hiring, and supervising staff. It is an interagency program involving three high schools, three middle schools, and six elementary schools. Director Terry Bostic describes some of his responsibilities.

> Budgeting, curriculum, staff development, and personnel issues are probably my major roles. With staff development, I'm working with the University of Idaho, with several private providers, and with consultants from the state department.

Figure 1.
SILVER VALLEY VOCATIONAL EDUCATION COOPERATIVE



Hospitality	Business	Child Care*
Health	Indust. Mech.	TV Production
Business Ed.	Indust. Arts	Home Ec.
Indust. Arts	Home Ec.	Indust. Arts
Home Ec.	Special Needs	
Special Needs	TV Sat Antenna*	

*Programs on hold

We have three different ways of doing budgets. This allows us to integrate dollars. It allows us, when you're dealing with the state department, to apply for one thing in Mullan, something different in here in Wallace, and the third item in Kellogg.

The consortium offers resource rooms for both its elementary and secondary learning disabled populations who transition into mainstreaming environments. It is considerably more cost effective for the cooperative to bus students to centrally-located resource rooms. Instead of each district needing to operate a resource room and employ a specialist to provide services, the consortium combines each member district's resources to maximize the special education budget. It is an interagency program with interagency staff which is much less expensive than for each district to either provide or contract these services. An additional benefit to the program consolidation approach is that it enables the consortium's districts to more easily comply with state and federal regulations. The consortium uses this same model to provide other special service needs in speech, psychological services and testing, and for gifted and talented students.

An additional benefit to the program consolidation approach is that it enables the consortium's districts to more easily comply with state and federal regulations.

However, the Silver Valley Cooperative is not static. Special Education Director Terry Bostic and his staff are continually looking for methods of improving service delivery. Some parents were concerned about busing young students 20 miles to the centrally-located resource rooms. As a result, the consortium recently began studying the efficacy of a community-based service model designed to serve schools at the local level. They are seeking solutions to the demands for more service delivery with less personnel. Terry Bostic describes the process.

> We're doing away with the self-contained unit at one of our sites and expanding that into what we call an extended resource room. That will become a training model for some of the smaller schools. We've written a small teaming grant so that we can get building ownership back over those kids and integrate them. I'm seeing over the next three years that we will be going to a more flexible model in

which we will be seeing specialists not tied to a particular program and working more in a consultant mode.

Operationally, the consortium's organizational structure connects each of the member schools' special services departments to the consortium's Special Services Director. This structure ensures efficient inter-school communication, consistent service delivery, and the flexibility to provide additional service(s) for unique, individual student needs. Mullan School District Special Services Coordinator, Hugh Marconi summarizes it as follows:

Operationally, the consortium's organizational structure connects each of the member schools' special services departments to the consortium's Special Services Director.

> Although I act as the special education coordinator here, I am directly under Mr. Bostic, the Consortium Director. In that sense we work pretty much cooperatively along with the supervisor in Kellogg to develop curriculum, generate programs, implement the new federal and state regulations. The Consortium really functions under Terry Bostic as the supervisor/director. The Consortium has really helped us with special problems. It has answered the question of how do small districts serve that one-of-a-kind child that has special needs.

Terry Bostic communicates regularly with each of the consortium's three superintendents and routinely contacts member district schools by telephone or with personal campus visits. The consortium has established three administrative councils which Bostic meets with on a regular basis. He also periodically meets with Pete Martinez, his vocational educational colleague, on matters affecting consortium operations. In Mr. Bostic's words:

> I deal with the triad of superintendents. For instance, today I've been in all three of their offices. We started at 6:45 this morning. I deal with each school district's needs. My counterpart, Dr. Pete Martinez, the Voc Ed Director, and I usually meet on a quarterly basis and we discuss coop issues. There are three administration councils that meet usually on a bi-monthly basis, one for each of the contiguous districts. I deal with the building level administrators during those meetings. I usually have a circuit, in which I'm touching base either on the phone or in person.

Using the consortium has allowed the districts to share the time and services of a school psychologist/psychometrist and a gifted and talented teacher. Furthermore, the school districts' role in the consortium enables the consortium to maximize state educational funding regulations. Since the psychologist/psychometrist and gifted and talented teacher are ancillary district positions, the districts, through the consortium structure, are eligible for state reimbursement of 80 percent of their costs. Operating alone, each district previously had to bear the burden of paying for 100 percent of the costs. This savings, available only because of the collective service the consortium offers, amounts to a considerable increase in needed services for the Silver Valley special student population. This results in a substantial benefit of consortium membership.

In the Bristol Bay Region of Southwestern Alaska, Dillingham City and Southwest Region School Districts have collaborated for years by sharing curriculum, personnel, and materials. Dillingham and Southwest Region Schools have shared the services of a curriculum specialist who was coordinating both districts' curriculum renewal efforts. Dillingham City Schools did not have a curriculum director, could not afford to hire one, yet needed someone to coordinate their curriculum renewal activities. Janelle Cowan was Southwest Region's curriculum specialist with a strong background in curriculum development and implementation. The two districts worked out a mutually beneficial exchange. Southwest Region needed some computer time for their business office and could not afford to buy a computer. Dillingham needed a leader to assist them in their curriculum renewal efforts. The districts reached an agreement whereby Dillingham received Janelle's curriculum renewal services for one day a week and, in return, Southwest Region received computer time on Dillingham's mainframe computer. Janelle recalls the arrangement:

> The year that I worked with Dillingham City Schools on curriculum development, the need that prompted that was Southwest Region needed computer time for the business office. So, my time was traded for computer time with the city schools and the business system that they're working with. I

> basically gave one day a week to city schools and worked on curriculum during that year.

Dillingham was engaging in science curriculum renewal but had no curriculum specialist to lead them through the process or assist them to develop their curriculum documents. Janelle split her time, working with Dillingham's curriculum committee people, writing the curriculum objectives as well as some curriculum itself, and selecting textbooks. Janelle explains:

> They were undergoing curriculum renewal in science, so it was mostly science that I did. I worked with ad hoc committees, teacher committees, ordering preview materials, putting together notebooks. I met with the team leaders, and went through the curriculum itself, and the objectives, and then chose the text.

Janelle was able to use documents and materials produced in Dillingham for the Southwest Region when they were usable and adaptable. This process benefitted both districts in their need for new curriculum materials. Collaboration saved resources for both districts. Although Janelle spent the majority of her time with Southwest Region, she learned some of Dillingham's procedures that she thought might help Southwest Region:

Collaboration saved resources for both districts.

> I was able to glean information on what their procedure was, borrow ideas from what they used, and adapt them to our use as well (and vice versa).

Dillingham and Southwest Region School Districts have shared resources and training for years. Being remote as they are, they must depend on each other and cooperate as much as possible. Southwest Region has eight village schools surrounding Dillingham. While Dillingham's district office and its elementary and high school buildings are in Dillingham, Southwest Region has no schools in the community. Dillingham is an ideal place to bring Southwest Region's village teachers because the hotels, the restaurants, the stores, and meeting facilities are located there. When

Being remote as they are, they must depend on each other and cooperate as much as possible.

Southwest Region is considering transporting village teachers for inservice, Dillingham is the best place to come to. They bring staff into Dillingham and collaborate with Dillingham City Schools in inservice programs. As payback to Dillingham for using their facilities, Southwest Region shares their resources. Dillingham City School District Superintendent Don Renfroe explains the relationship between the two districts:

> We have a small city district that's surrounded by a rural district. That district has more resources than we do. This arrangement offers us an opportunity to use key people that they have on board that we can't afford. We try to use these people when we can. For instance, their curriculum director often helps us design inservice for teachers. We share people who come in to do inservice. We offer our facilities for their people to come in. Then we get to take advantage of the opportunity for inservice.

The two districts are now sharing a curriculum renewal project that involves articulating the language arts curriculum. Todd Overby is the specialist directing the two districts' efforts to rewrite and articulate their language arts and mathematics curriculum and automate it on a curriculum management software program. Southwest Region employs Todd and pays 80 percent of his salary. Dillingham pays the remaining 20 percent of his salary and, in turn, receives 20 percent of his time to coordinate their curriculum articulation efforts in mathematics and language arts.

The teachers for each district write their competencies; it is a grass roots effort, designed and monitored by the district's teachers.

Both districts are writing their learner's objectives or competencies for language arts and mathematics. The teachers decide what are the core competencies students must master at each level. The teachers for each district write their competencies; it is a grass roots effort, designed and monitored by the districts' teachers. There has been a concern among some teachers and administrators that students have too often been advanced to the next grade(s) without mastering the requisite skills necessary to succeed at that level. Part of the concern has been that the teachers often do not know what the next grade's curriculum is or should be.

Administrators and teachers felt there is an acute need for vertical curriculum articulation among the grade levels. Todd explains the current status:

> We're also getting teachers that, for one reason or another, whether it's sports eligibility or 'gee the kid really tried hard,' are passing students. They are not ready to go into the next year's curriculum, but whether or not they [the teachers] know what the next year's curriculum is, is irrelevant to them [the teachers].

This cooperative project will, when completed, provide the two districts with articulated curriculum in mathematics, language arts, social studies, study skills, and science. It is an ambitious task, but one that is designed to greatly increase student outcomes for all students grades K-12. The teachers will choose essential student competencies, draft curriculum designed to teach those competencies, and then develop assessment procedures to test the level of student mastery. Todd describes the process.

This cooperative project will, when completed, provide the two districts with articulated curriculum in mathematics, language arts, social studies, study skills, and science.

> . . . not only does the student become part of a continuum of growth (from the K-8 at this point, but we plan to expand to the high school). It gives the teachers a much more precise view of where that student is, what that student's particular needs are, and then what our curriculum alignment should be. This is for either that class of students that are coming up or the individual students on a one-on-one basis. Basically we're able, with this system, to give every student in the school his or her IEP, whether he's in the middle of the road, top of the class, whatever.

Curriculum Consolidation Recap

The Silver Valley Cooperative collaborates to provide vocational education and special education services for its schools and students. The interviews reported critical reasons for the districts collaborating and sharing programs for its essential curriculum renewal efforts. Initially motivated by severe economic downturns which the districts feared could lead to consolidation, the member districts have thus far been able to

maintain their independence by sharing programs. One of the key elements of their successful operation is the fact that less than 20 miles separate the three cooperating school districts. This minimizes the amount of time students are bused; if the distance were greater, it is questionable whether the program sharing would be as successful as it is.

The schools in the Silver Valley Cooperative realize many benefits from consolidating their vocational and special education programs. The staff and board members employ several creative consolidation approaches in their curriculum renewal efforts. Indeed, without the consolidation measures there would be little or no curriculum renewal. As Joe James, former curriculum director at Kellogg, said, ". . . we've been able to make lemonade out of lemons." Their endeavors should not be mistaken as simply reductions. It is a well thought out curriculum renewal process maximizing educational service delivery to their students.

This shared philosophy between the schools of *satisfying the client needs* has driven most of the inter-district collaboration and eliminated much of the friction that previously existed.

Another important consideration is that the school administrators are truly client (student) oriented; student and staff needs take precedence over what may often become turf battles in other locations. Adopting the philosophy of "what is best for the student" to guide daily operations has made a significant contribution to the success of their collaboration. This shared philosophy between the schools of **satisfying the client needs** has driven most of the inter-district collaboration and eliminated much of the friction that previously existed.

The close proximity of Southwest Region and Dillingham City Schools district offices facilitates their collaboration in curriculum renewal efforts. They learned years ago the value of sharing limited resources. Most often, their arrangement is one in which Dillingham provides the facilities and Southwest Region provides the training personnel

and materials. This pattern is still operating. Their latest joint venture is cooperating to articulate their language arts curriculum for improved curriculum congruence and alignment in grades K-12. The completed curriculum documents are computerized to facilitate teacher access and use. Improved student outcomes are a primary goal, and the districts feel they will accomplish this effort as they have many of their other joint endeavors.

Curriculum director(s) hired to assist districts consolidate programs use the following strategies:

- Coordinate all curricular offerings, in areas of responsibilities, across the consortium
- Work with state departments of education, establish and monitor state and federal program requirements and guidelines
- Communicate closely with each member district
- Set and manage multi-faceted budget in areas of responsibilities
- Create, implement, and monitor professional development efforts
- Write grant proposals
- Monitor and supervise staff in areas of responsibilities

Curriculum Consultant Hired to Provide Professional Development Activities as the Foundation for Curriculum Renewal Efforts

The person appointed to this position employs many different strategies while fulfilling his responsibilities. Those reported most often in the interviews are listed below. Within the parentheses are page numbers readers may turn to for more detailed information and interview quotations further describing each strategy.

- Arrange college course work at greatly reduced tuition rates (pp. 57, 58)
- Write grant proposals (pp. 56, 57)
- Conduct consortium-wide needs assessments (p. 57)

- Create, implement, and monitor professional development efforts (pp. 55-59)
- Organize summer academies in identified curriculum renewal areas (pp. 58, 59)
- Teach college classes (p. 57)

Isolated and removed from institutions of higher education, these districts had limited access to new curriculum renewal developments.

The Blue Mountain Small Schools Consortium is composed of 10 school districts in four counties spread over thousands of square miles in southeastern Washington. The consortium needed someone to assist them in arranging and organizing relevant professional development activities as the foundation for their curriculum renewal efforts. Isolated and removed from institutions of higher education, these districts had limited access to new curriculum renewal developments. The superintendents agreed that two of their first agenda items were to appoint a consultant and arrange a partnership with a college where classes and training could be arranged. In the Walla Walla, Washington area, the closest resource is Whitman College and its faculty. David May, a Whitman College professor of education, was known to some of the consortium schools because he had conducted previous workshops for them and was recommended by the superintendents for appointment. The approach Blue Mountain Consortium adopted is the only model among those investigated which appointed a consultant to a part time position in conjunction with his full time teaching responsibilities at a local college. As a matter of fact, the full time position as a college professor increased his value to the consortium because it provided additional resources and credit granting authority he used to enhance the curriculum renewal activities.

Because of funding needs, May's first task was to write a grant proposal to fund a two-year pilot program of summer school classes for the member districts' staffs. Dr. May and the consortium were successful; their grant proposal received funding. This provided the funding for the first consortium-wide, coordinated, professional development project for teachers and administrators.

May's initial charge, after receiving the grant, was to organize summer workshop sessions or scheduled college classes. Although the superintendents realized that their schools and staffs were behind other areas in the state in curriculum renewal activities, Dr. May was given wide latitude in arranging the details. He recalls:

> The only constraints or parameters I've had are that I take ideas to the superintendents and get input from them and approval before I do things. It's been basically identifications of needs. One of the first things I did was to survey the teachers in terms of their needs for inservice updates and kinds of curriculum materials. Then we tried to structure our activities to meet the perceived and expressed needs of the teachers.

The consortium launched its first curriculum renewal project by offering summer classes through Whitman College designed to upgrade teachers' general curriculum knowledge and skills. May next organized and arranged summer college classes for the teachers in the consortium centering around the content areas of mathematics, science and computer education. The teachers' needs assessment identified these curriculum areas as being very important. In particular, the teachers sought curriculum renewal efforts in science which featured innovative content and instructional approaches. Fortuitously, there was specific grant funding available for curriculum renewal activities in these content areas. Dr. May explains:

> Grant money was available from the SPI Office and from other places for courses in computers, mathematics, and science. It was not available anywhere near as readily for the social sciences, English, etc. We tried to get some other courses in occasionally, simply because we were running a program that was self-supporting. The consortium does not put any money directly into the program to support, so any summer courses have to be self-supporting.

May used his position at Whitman College to great advantage for the consortium. He was able to secure tuition for consortium staff members at a significantly reduced rate. The college charged only for the instructor's supplies, nothing for any other college costs. This generosity resulted in significant tuition savings for consortium members.

> The College gives us a tremendous break through a pilot project and later on, continuing approval, the college has agreed to offer credit for no cost at all,

> except to pay the instructor for any supplies and materials budget. The college allows me to use its facilities in the summer. The registrar handles all of the credits and everything gratis. So, the college contributes that amount to make these summer courses possible. We're actually able to offer courses below what the state schools in Washington can offer.

Another advantage to using Whitman College facilities for summer workshops is that its access allowed large numbers of teachers to gather in one location. Since few of the member schools have enough room to accommodate consortium-wide training sessions, few of them are held. Dr. May also has been able to bring other college resources together to assist consortium curriculum renewal needs. His responsibility of directing the consortium's grants' requirements and using his access to Whitman College facilities has been a real plus for the consortium. Starbuck School District Superintendent, Fred Yancey, observed how May used his position at Whitman College to the consortium's advantage.

> In his course work he could easily arrange for facilities and other professors to teach it at Whitman. That has been an advantage because he's been at that facility. If geology is a need in our area, for example he will go to the geology teacher at Whitman and say, . . . would you be interested in teaching a summer course in geology?

A project Dr. May directed which, the consortium members found especially valuable, was a concentrated, structured program of gifted education for elementary students. Consortium schools found educating their talented and gifted students difficult because of their lack of adequate resources. Generally, this situation exists because there are not many of these students in any one small, rural district and administrators found it difficult to allocate needed resources for program development and implementation. For the gifted education program, a structured year-round academy was created in which the students were divided into two graded groups, first through fourth and fifth through eighth grades. The curriculum

Consortium schools found educating their talented and gifted students difficult because of their lack of adequate resources.

areas the academy has been devoted to in previous years are writing and poetry, and science and mathematics. May explains how the academy is organized:

> We dealt with the gifted question by establishing what I call an academy where we bring gifted students from all of the schools together for a week's instruction. This last year, we had a social science emphasis on communications. It's a pull-out program, but it's bringing them together from other schools so they get a chance to meet their peers and engage in some really concentrated activities within the subject areas.

Professional Development Recap

The Blue Mountain Small Schools Consortium's primary emphasis was to provide college course work or other training opportunities to prepare their teachers for needed curriculum renewal activities. The member districts sought technical assistance to provide their teaching staffs professional development activities in emerging curriculum and instruction trends. Faced with limited resources, the member school districts felt that their collaboration was the most effective means of maximizing what few resources they possessed. Banding together provided the consortium with the necessary resources to appoint a college professor as a consultant capable of writing grant proposals for training projects.

Their region is relatively isolated and distant from public college or university facilities. Adopting the consortium appointed curriculum-consultant approach provided the member districts with the technical assistance they sought for their curriculum renewal activities. Their professional development goals of providing training in emerging curriculum and instruction areas were successfully met. An added side benefit was that this approach greatly reduced the professional isolation in which their administrators and teachers worked. The college classes and workshop sessions obviously provided new training access that was

An added side benefit was that this approach greatly reduced the professional isolation in which their administrators and teachers worked.

previously unavailable. There were, however, additional benefits and activities. The superintendents now have monthly meetings which greatly reduce administrator isolation and improve communication. The member schools have created a handbook of teacher specialities. If, for example, a teacher has a successful multigrade classroom, other teachers could find this in the handbook and arrange for a visitation. Creation of the handbook has resulted in visitations among area schools where teachers observe other successful instructional models. This activity has enriched their professional lives and provided them with communication and enrichment previously unavailable.

These endeavors have been sufficiently successful that the district superintendents feel they reduced staff isolation from what it was a few years ago. They also believe that the professional development opportunities the Blue Mountain Small Schools Consortium created have provided their staffs with new knowledge and skills in emerging curriculum renewal areas. The end result is that the member superintendents feel these collective activities are improving student outcomes.

Well designed governance structure and operations are critical to the effectiveness of consortia.

The curriculum consultant hired to assist a consortium to prepare teachers for curriculum renewal activities employs many strategies which are listed below.

- Arrange college course work at greatly reduced tuition rate
- Write grant proposals
- Conduct consortium-wide needs assessments
- Create, implement, and monitor professional development activities
- Conduct training sessions
- Organize summer academics in identified curriculum renewal areas

Table 1 itemizes the strategies employed in each model.

Table 1. Curriculum Directors' Strategies and Responsibilities

	State Standards Model	Curriculum Consolidation	Professional Development
Strategies:			
Professional Development Activities	●	●	●
Provides Consortium Leadership	●	●	●
Manage Consortium Budget		●	
Full Time Position	●	●	
Part Time Position	●		●
Technical Assistance	●	●	●
Consortium Representative	●	●	●
Grant Writer		●	●
Coordinate Program Offerings	●	●	
Monitor and Supervise Staff		●	
Teaches College Classes			●

Summary

Well designed governance structure and operations are critical to the effectiveness of consortia. The interviews from the five case study sites reported several key governance steps consortia initially took which facilitated their smooth operations and delivery of service. They are:

1. When a group of schools decides that a consortium organization will best meet their identified need(s), appoint a board of directors to set direction and establish policy.

2. Establish a stable funding base over an extended period of time. Methods include:

   a. an equal annual member fee
   b. the state funds all or part of costs
   c. grant funds
   d. an annual charge based on ADM (Average Daily Membership)
   e. any workable combination of these methods.

3. Agree on a fiscal agent to manage the consortium's budget.

4. Agree on a common purpose and set goals.

   a. member districts should make a long term commitment to the consortium
   b. develop and adopt district membership contracts

5. Appoint a curriculum director to lead the consortium's curriculum renewal efforts. Also agree on a supervisor/evaluator for the director.

Numerous common topics emerged from the interviews with respect to organization and consortium operations with an appointed curriculum director. They include:

- Curriculum director decision making authority
- Member district communication procedures and issues
- Superintendent/board/director relations
- Student, school, community, and staff needs
- Current regional or local economic, social, and educational trends
- Collective program development
- Allocation, utilization, and management of curriculum renewal resources.

The interviews further indicated that each of the curriculum directors operate under different circumstances and employ somewhat different strategies in meeting their responsibilities. The most frequently reported of these are presented in Table 1. Listed below are several strategies that each director or consultant shared.

- All share professional development leadership responsibilities
- All provide consortium leadership

- All provide technical assistance
- All are the consortium's representative for curriculum renewal efforts.

Research Similarities

The interview data from the five case study sites for this handbook reported several items critical to their formation, governance, and operation that are corroborated by other research findings on consortium operations (Sommer, 1990, pp. 17-28). The non-ranked items are listed below. A brief description of each item follows.

1. Reasonable geographic proximity and enrollment compatibility
2. Identification of a common sense of purpose, and clear goals
3. A general lack of resources among member school districts
4. Establish organizational structure
5. Identify strong district leaders, rotate leadership responsibilities
6. Clear and regular communication, accurate documentation
7. Clarity on finance
8. Benefit for individuals as well as the group

Reasonable geographic proximity and enrollment compatibility. With today's technology, determining what is reasonable geographic proximity may turn more on the amount of technology a school has than by the actual distance between it and its neighboring schools. With the sites in this handbook, however, only one reported that distance or driving time was a concern or a problem. Close geographic proximity is critical, however, in the Silver Valley and Southwestern Alaska sites. Their closeness greatly facilitated their operations. If they were not close geographically, it is doubtful the schools could cooperate as they do.

Identification of a common sense of purpose, clear goals. This item was reported as present in each of the case study sites investigated for this handbook. Although these reasons varied in topic and in degree of need from site to site, each

consortium articulated very well the reasons for its formation. All of the consortia know why they banded together. They also know what their goal(s) are, and how well they are progressing toward meeting them.

A general lack of resources among the member school districts. Every district stated it lacked adequate resources to tackle their identified goal(s) alone. It is clear that all of the schools needed to band together and share with their colleagues to effect their curriculum renewal objectives.

Establish organizational structure. Four of the five consortia clearly had a recognized organizational structure they followed. The amount of structure present within these four ranged from being very organized to having not much more than a common understanding and a verbal agreement. The two schools comprising the fifth consortium have worked so long together there seems to be a working understanding that "this is one of the ways things get done around here."

Every district stated it lacked adequate resources to tackle their identified goal(s) alone.

Identify strong district leaders, rotate leadership responsibilities. Competent educators assumed leadership positions in all of the sites. This is clear. What is less clear is whether an identification process exists, and whether the leadership roles rotate regularly. Part of the reason for this uncertainty is because of the newness of two of the consortia. They simply haven't operated long enough to rotate much of the leadership responsibilities. In fact, leadership responsibilities rotate regularly in only one of the consortia which happens to be the oldest and most experienced. In four of the consortia, rotation occurs more by virtue of new people moving into existing superintendent positions than by regularly rotating responsibilities.

Clear and regular communication, accurate documentation. All of the sites reported using clear and open communication with shared power among the member districts. Meetings are held, minutes kept (in most of the sites) and results are shared.

Clarity on finance. The main purpose most schools either join or form a consortium is because individually they lack the resources to meet their goals. Clear financial responsibilities were reported in three of the sites that set a budget and assessed dues and charges. Agreement on the finances was reached by consensus, followed by a signed contract articulating the agreed upon terms in these three sites. The fourth site relies on grant funds for revenue. The board of directors then agrees how to allocate these revenues once they are received. In the fifth site, the schools simply agree to mutually beneficial trade-offs of resources.

Agreement on the finances was reached by consensus, followed by a signed contract articulating the agreed upon terms.

Benefit for individuals as well as the group. Each member district believes that their time and expenses are recompensed. The consortium certainly is gaining but so is each member. In the sites investigated, no school district expressed doubt about the wisdom of its choice. On the contrary, they all expressed belief that they had made the correct choice individually and collectively. Table 2 indicates in which sites these research findings were operationalized.

In the sites investigated, no school district expressed doubt about the wisdom of its choice.

III. CURRICULUM DIRECTORS'/CONSULTANTS' SKILLS

For the purposes of this handbook, skills are defined as essential knowledge, abilities, or qualifications to perform the tasks involved in a role (Stoops, 1990). Chapter II describes the strategies the curriculum director or consultant organized in meeting the responsibilities of his/her role. The skills described in this chapter indicate what knowledge, abilities, or qualifications the curriculum director or consultant employed to carry out these strategies. Listed below are the common skills shared by the directors or

Table 2. Research Similarities

Research Items/Sites	Union-Wallowa County	Silver Valley	BMSSC	Southwest Alaska	South Central
Geographic Closeness		•		•	
Clear Goals	•	•	•	•	•
Lack of resources	•	•	•	•	•
Organizational Structure	•	•	•	•	
Leadership			•		
Regular communication	•	•	•		•
Financial clarity	•	•	•		•
Individual and group benefits	•	•	•	•	•

consultant which made them effective in their consortiums. Within the parentheses are page numbers which readers may turn to for more specific information and interview quotations further describing each skill:

- Interpersonal skills (pp. 67-69)
  - -Communication (p. 67)
  - -Interpersonal ease and support (p. 68)
  - -Trust and rapport building (p. 68)
  - -Collaboration (pp. 68, 69)
- Curriculum writing expertise (p. 69)
- Organizational skills necessary to attend to all of the required details (p. 70)
- Networking within the system (pp. 71, 72)
- Coordinating or conducting inservices (p. 72).

Mentioned most frequently in the interviews are what may be termed a cluster of **interpersonal skills** including **communication**, **providing interpersonal ease** and **support** to member teachers and administrators, and establishing **trust and rapport** and **collaboration** among participants (Stoops, 1990). All of the curriculum directors/consultants employed this cluster of skills which appear critical to the success of each consortium's curriculum renewal efforts.

Mentioned most frequently in the interviews are what may be termed a cluster of interpersonal skills including communication, providing interpersonal ease and support to member teachers and administrators, and establishing trust and rapport and collaboration among participants.
Stoops, 1990

Communication. Mentioned the most in the interviews, this skill also includes listening for effective two-way communications with the member districts' staff. Communication is very important for both administrators and for teachers because it makes them feel that their thoughts and concerns have merit. Listening and then attending to the member districts' concerns is a powerful tool for confirming the value of each individual school district's input. Many teachers and administrators from all of the sites mentioned that their director or consultant employed this skill.

Listening and then attending to the member districts' concerns is a powerful tool for confirming the value of each individual school district's input.

> (S)He's had very good facilitative skills in that (s)he's very good at listening and trying to create an agenda from their leadership and ideas, then carry the ball from there . . . (S)He has good communication skill with the superintendents. (S)He has made several attempts to do needs assessments with the teachers by sending a survey form out.

and

> Communication skills are really important, being able to maintain three masters (superintendents) and keep them all equally happy is rather difficult. (The

directors) worked very hard at making sure that the board and everyone is well informed about what's going on.

Interpersonal ease and support means conveying a non-threatening atmosphere for all of the participants. Establishing a sense of security and support for participants was a key ingredient among the directors'/consultants' repertoire of skills. Teachers especially expressed the feeling that it was OK to take a risk, that being participants meant they should contribute their thoughts. The director/consultant is considered one of the participants, and there to assist them:

> Everyone always tells me that they saw (the director) as one of their own. The fact that we hired a working teacher who also was doing workshops for the state made them see her/him as one of their own who was willing to help them and come in and do that . . . (S)He's non-threatening, but able to encourage people, to be task-oriented and at the same time very sensitive to where the teachers are coming from.

Trust and rapport building. It is critical that the director/consultant knows that (s)he has earned the trust and has a solid rapport with her/his constituency. Lack of trust and rapport could ultimately mean lack of a program because the participants may not have confidence in the program outcomes. Trust and rapport building take time, patience, and understanding. One must reach out and establish an atmosphere with the members of the school/community that allows proactive relationships to grow. One curriculum director relates her/his approach to building trust and rapport:

Lack of trust and rapport could ultimately mean lack of a program because the participants may not have confidence in the program outcomes.

> When we first went into this, I spent a tremendous amount of time out in the community talking to those folks who had been identified as leaders: to the administration in each of the districts, to those leaders in each of the schools who were not administrators, but were teachers or aides, etc., and had some impact on other folks. I spent a good share of that first year just talking and selling.

Collaboration. The presence of collaboration is a skill indicating that the director/consultant utilizes interpersonal skills to establish an environment in which

influence is mutually shared between the participants. Everyone is given opportunities for input. Collaboration is tangible evidence of a strong relationship between the director and the member schools' staff. Each consortium had some element of collaboration between all of the participants. It is a skill employed by all of the directors/consultants which allows each school to have a considerable voice in decision-making. As one superintendent noted:

The presence of collaboration is a skill indicating that the director/consultant utilizes interpersonal skills to establish an environment in which influence is mutually shared between the participants.

> The other thing is, that person can't be autocratic. That person has to be willing to stand back and allow the committee to work. If they come in and say, one, two, three, four, why have the committee? They've already done it. (S)he didn't do that . . . (S)he just allowed them to interact. After awhile other people would say, I don't really agree with that. They would interject their ideas. It was a good interchange of ideas.

and

> (S)he's very good at making people think they're part of it, at NOT rejecting their ideas, and tying them in.

Curriculum writing expertise. Most of the teachers and administrators had little experience in writing curriculum and, for the most part, found it mysterious and threatening. This skill was valued by the school staffs, especially in settings where they faced additional state curriculum standards or state and federal vocational and special education requirements. Knowledge of what to do and experience in having written curriculum provided the leadership the schools and consortia sought. This skill was prized in each of the consortia and mentioned by many teachers and administrators.

Knowledge of what to do and experience in having written curriculum provided the leadership the schools and consortia sought.

One curriculum director explains her approach:

> The most important thing was that it was real important to me that I understood what the bigger picture was. When you know the bigger picture, it's far easier to make concessions for people to do things differently, but still meet the criteria.

Another curriculum director described the skills (s)he brought to the position.

> I had been a curriculum director . . . so I had developed curriculum for a Kansas City School District where we developed a K-12 gifted curriculum. I've done the same thing in Kansas for a small, rural district. I had produced products. They were looking for someone who could produce a product that wouldn't sit on a shelf and they could use.

Organizational skills necessary to attend to all of the required details. The interviews report that being organized is one of the most important skills a curriculum director possesses. Being responsible to anywhere from one additional district to upwards of ten other districts requires excellent organizational skills. Time management was referred to as a critical skill. Mastery of time management freed the directors or consultant to employ other organizational skills needed to attend to all of their requirements and requests. One school administrator said the following when asked to describe his consortium's curriculum director's organizational skills:

> (S)he has to be pretty well organized. For example, (s)he's now working in five different school districts, who have five different ways of keeping books and five different ways of tracking their money and how they just function. All districts expect follow-up, for her/him to follow through and get things done . . . that's very difficult. Budgeting--our boards want to make sure that we can account for every cent.

Another administrator in a large consortium involving eight districts describes the time management skills her curriculum director effectively employed:

> I was concerned about time management. It seems like driving round trip in one day could easily be 250 miles. Could one person really be effective with eight K-12 districts? That is a big geographical range. (S)he got the larger districts to give up some traditional turf battles around her time and not be concerned that the smaller districts might receive more of her time. She also brought in groups together to her office so clusters of schools could meet together and maximize the use of her time. She has extremely good organizational skills. I have yet to ever find her unorganized.

Teachers and administrators admire and appreciate the fact that their director or consultant is "in the loop", has access to valuable information, and disseminates it to them.

Networking within the system. The ability of the curriculum director or consultant to collaborate with known external elements of their educational community is a skill mentioned in all of the sites. Teachers and administrators admire and appreciate the fact that their director or consultant is "in the loop", has access to valuable information, and disseminates it to them. The scale of the network ranges from local and state colleagues to contacts who provide information about regional and national trends or requirements that may affect consortium operations. The directors' use of this skill provides valuable information, helps to validate the staffs' efficacy, and reduces the sense of professional isolation. A building principal describes its value to his teachers and to the consortium:

> . . . (s)he has a great network out there of people who she can reach to get in contact with us in schools that we don't have ourselves. (S)He keeps us updated on what's going on in the state, which is good . . . (s)he lets us know what's going on and keeps us informed.

The curriculum directors regularly make conscious efforts to disseminate relevant information to their member districts for the students' benefit. One curriculum director describes his procedures:

> I send out anything I run across I feel will be of help either to the superintendents, principals, or teachers (not just the voc-ed teachers). If it is unique, in some other course, I'll send that out . . . if there is something or there's a teacher that I feel needs some help . . . then I'll send out a considerable amount of material to them.

Special education has exacting state and federal legal requirements that must be met. One of the valuable skills this curriculum director brought to the position was knowledge of how different programs meet these requirements. Equally important was knowledge of what some districts had done or not done to bring about lawsuits over the delivery of their special education services. Below is this director's approach to obtaining critical information for his consortium's benefit:

> I took a strong look at [district] and at [district], where a lot of lawsuits were going on. When I was in [city] for various meetings, I would usually try to spend an extra day there and go out and look at changes in larger districts and try to understand what the lessons were and the application to the law. This being a small state, it was pretty easy to take a look at their best practice sites to send teams out to.

Coordinating or conducting inservices. Ability to coordinate and conduct quality inservices for the member districts is a valuable skill reported in the interviews. Since many of the schools are isolated, they have little opportunity to attend what they consider to be relevant and quality workshops or inservice sessions. This skill is not limited to only the directors' teaching skills but also includes her/his ability to identify staff needs, organize workshops, locate presenters (if needed) and see that the staffs have the opportunity to attend. One superintendent whose staff benefitted from a math workshop describes the curriculum director's abilities for conducting workshops.

Since many of the schools are isolated, they have little opportunity to attend what they consider to be relevant and quality workshops or inservice sessions.

> [The director] has been very successful . . . he went around to each of the member schools and conducted staff inservices in their buildings on, in this case, math manipulatives. How to teach math by creating math materials. A couple of years ago it was a hands-on science project.

In one consortium professional development training activities were a natural outgrowth of the curriculum renewal efforts the schools had been engaged in. An ESD superintendent explains how it occurred:

> Out of curriculum renewal came the next step, staff development. They go hand in hand. The staff are raising questions . . . this is great stuff folks, but how do they really make it work in the classroom? (S)He [the director] has the capability to put classes together from her own contacts, or knowledge of what is going on in other areas to arrange classes. Many of these have occurred because of curriculum renewal work.

Summary

Each of the curriculum directors or consultants studied for this handbook shared several skills that made them effective in their consortiums. Skills are defined as essential knowledge, abilities, or qualifications to perform the tasks involved in a role. Utilization of these skills assured the effectiveness of the strategies the directors organized for their consortium's curriculum renewal efforts. Emerging from the interview data was a cluster of interpersonal skills. Each curriculum director or consultant employed these interpersonal skills which appear to be critical to his or her own effectiveness. The reason for this is that employing the interpersonal skills first laid the foundation for the technical expertise skills the directors later utilized. The interview data suggest that once the cluster of interpersonal skills established a cooperative atmosphere, the participants were ready to approach the technicalities required of their curriculum renewal activities. The curriculum directors or consultant also shared the use of technical expertise skills. Employment of these skills greatly facilitated each consortium's continuing involvement in their curriculum renewal efforts.

The interview data suggest that once the cluster of interpersonal skills established a cooperative atmosphere, the participants were ready to approach the technicalities required of their curriculum renewal activities.

Listed below are the common skills shared by the curriculum directors or consultants which made them effective in their respective consortiums.

- Interpersonal Skills
  - Communication
  - Interpersonal ease and support
  - Trust and rapport building
  - Collaboration

- Curriculum writing expertise
- Organizational skills necessary to attend to all of the required details
- Networking within the system
- Coordinating or conducting inservices.

It is interesting to note that curriculum content knowledge was infrequently mentioned as an essential skill. Apparently, the key to the role of the curriculum director relates more to process and organization skills, rather than being heavily focused on the curriculum subject matter.

It is interesting to note that curriculum content knowledge was infrequently mentioned as an essential skill. Apparently, the key to the role of the curriculum director relates more to process and organizational skills, rather than being heavily focused on the curriculum subject matter. This is an important point when considering the nature of the expertise desired in building a rural curriculum renewal consortium.

IV. LESSONS LEARNED

This handbook has presented case study descriptions of how various schools cooperated in consortia with a curriculum director to effect their curriculum renewal efforts. The consortia studied are exemplars of this approach from which readers may gain insight for their own curriculum renewal activities. All of the sites felt they had learned lessons and gained knowledge from their experiences which will assist other districts considering the consortium approach. This chapter briefly describes the lessons these consortia learned from their curriculum renewal efforts.

The member districts offered several recommendations to districts considering the consortium approach to support curriculum renewal. They felt that using the consortium model with a curriculum director was the correct choice for them; this model met their districts' needs. These suggestions are offered, therefore, to assist those districts

considering the consortium model for their curriculum renewal endeavors. Their non-ranked list of recommendations include:

- First set your goals and purposes, and be clear about what they are
- Engage teachers and building administrators in early planning
- Appoint a curriculum director who meets the consortium's needs
- Consortium members must remain sensitive to the uniqueness of each member school and community
- Realize that the member districts must give a little individually to allow the consortium structure to thrive
- Do not limit the consortium's collective vision
- Keep the public informed

Set Goals and Purpose(s) First

Once a group of school districts agree that a consortium structure appears to be the vehicle to meet their curriculum renewal needs, the members need to set clear goals and purposes. A systematic approach should be taken that thoroughly examines the districts' present status and identifies concerns. The district representatives should meet for one or two days to determine where they want to go and what the primary focus will be. There needs to be a clear understanding of this among the member districts and agreement should be reached through consensus. Establishing a cooperative, collegial atmosphere among the districts begins with this process as it sets the stage for future collaboration. A school district administrator describes the necessity of early goal setting:

Once a group of school districts agree that a consortium structure appears to be the vehicle to meet their curriculum renewal needs, the members need to set clear goals and purposes.

> You need to be sure that you sit down and know exactly what your goals are, evaluate what you currently have, and decide the direction you want to go. Once you have those in gear and have made a number of decisions about who's going to

do what, your process, funding, or even for purchase orders, that's the way to do it.

One district superintendent succinctly expressed the philosophy undergirding his consortium's initial operation and subsequent success:

> You have to be willing to give. You have to be willing to give up ownership of some things to try to develop a collective ownership. One of the things that has made it a lot easier for us than some areas is that the . . . superintendents have worked well together.

Engage Teachers and Building Administrators in Early Planning.

The majority of the consortias' boards of directors are composed of school district superintendents. However, they strongly recommend that consortia always secure building administrators' and teachers' support before implementing any changes. The consortium board of directors should only agree on major goals and purposes with which building staff are familiar. They must be in constant contact with the buildings, explaining their actions, and obtaining input and support. Building level input must occur because, without building support, the consortium's efforts will fail. No change efforts will succeed without the endorsement, promotion, and support from the buildings. A district administrator explains the importance of soliciting building-level support from two individuals critical to the change efforts:

Building-level input must occur because, without building support, the consortium's efforts will fail.

> Two real key players [in building-level support] would be the high school principals involved, so they don't start splashing cold water on the program, and the counselors, so they are supporting rather than counseling kids out of the program. These are real critical. You can work it from the top-down but if the kids aren't enrolling in the classes, you're not going to have anything to work with.

Another school district superintendent made the following observation:

> Change doesn't take place for nothing. You have to remember that the people you're working for are the children and the teachers who serve them. Make sure you understand what they want and need. The only way to do that is to have them tell you, you can't really sit back and guess it yourself.

Appoint a Curriculum Director Who Meets the Consortium's Needs

The best planning, agreement, determination, and budget setting, will be for naught if the curriculum director cannot operationalize these components into a consortium plan supported by the member district staffs.

The consortium's employment of a curriculum director is the key element of this model. At first look, this recommendation appears to go without saying, however it cannot be over emphasized. The person appointed to this position must be one who is capable of operationalizing each consortium's vision. Much of the consortium's success turns on this person's ability to work well with the various building staffs and to establish a collegial environment that brings them directly into the "loop". The best planning, agreement, determination, and budget setting, will be for naught if the curriculum director cannot operationalize these components into a consortium plan supported by the member district staffs. Each consortium studied for this handbook felt it was successful in meeting its curriculum renewal needs and expressed high satisfaction with its curriculum director. A building principal explains his perception of the importance of this role:

> If they (the member districts) choose to go with this model, they need to be sure that they pick an individual who can carry it off. I think that we have been extremely fortunate in getting the quality of individual that we have in (director). A director with less professional qualifications may not have been able to pull it off, simply because of trying to go too many directions all at once and not being able to get everybody pulling in the same direction.

Consortium Members Must Remain Sensitive to the Uniqueness of Each Member School and Community

Most small, rural community and school board members want to preserve the special identity of their community and school. In order to maintain their support it is imperative that the consortium realize this and not attempt to subordinate any individual school district's identity to the collective consortium identity. One of the major strengths of the consortium model with a curriculum director is that it stresses the preservation of

One of the major strengths of the consortium model with a curriculum director is that it stresses the preservation of each member school district's autonomy.

each member school district's autonomy. Care must be taken, therefore, when explaining this approach to school boards, that they fully understand that each school's identity will not be engulfed into the consortium's. A district-level administrator describes her approach to explaining this concept to members of the community and school board:

> My only concern if it was a small school and they're concerned about losing their school or autonomy, is that this model does safeguard that. You have to be careful in how you introduce it to the boards so they understand you're really not giving anything up. For every kid you send out, there will be another kid coming into your district . . . flags go up when we say, . . . consolidation. We stress, we're not giving up anything, we're adding to.

Member School Districts Should Not Limit Their Vision

Member districts must be willing to take risks and face failure. Taking such chances requires faith among the member districts that they are capable of collectively attaining their goals. Limited vision may restrict the effect the schools' change efforts will have on their students. It often calls for leadership courage to defy conventional wisdom and employ methods which you know will work for you in your setting. One leader reports his consortium's unwillingness to implement an urban model unsuited to meet their curriculum renewal needs:

Member districts must be willing to take risks and face failure.

> The key is that you really believe you can do anything you want to do. You're not afraid to fail. We have failed ourselves a time or two. We've given programs in front of state curriculum groups and in-service groups that are led by colleges and powerful, big city districts who make up the majority of the memberships and are very sophisticated. You stand up and they laugh at you and say you haven't completed Plan X,Y, or Z. You have to have enough guts to get up and do that. If we did it their way, it wouldn't work.

Keep Your Public Informed

Do not forget your public. Keep them abreast of the consortium's activities. A well informed public is more likely to support your efforts than one which knows little about your efforts. Brag a little, it may be the only way your constituency will learn of your work. One superintendent explains:

> . . . keep your public informed. We've done it through building brochures and distributing them widely throughout the state. We do a lot of bragging, but we're bragging about things that are a reality.

Do not forget your public. A well informed public is more likely to support your efforts than one which knows little about your efforts.

Conclusion

The consortia studied for this handbook are successful advocates of small, rural schools banding together for their curriculum renewal efforts. The curriculum renewal activities they engaged in were major undertakings the member school districts found difficult to accomplish alone. Use of the consortium approach described in this handbook brought about the change(s) these small, rural schools sought. The lessons listed in this chapter helped these consortia be successful in their curriculum renewal efforts. They are offered with the thought that they may assist other rural schools or consortia avoid some pitfalls and successfully meet their curriculum renewal needs.

This handbook is written for those districts considering the use of consortiums with a curriculum director to effect their curriculum renewal efforts. For those districts who feel the consortium model may not be the best approach for them, two additional curriculum renewal handbooks will follow. In the Spring of 1993, Handbook Three, *The Use of Peer-Based Support to Effect Curriculum Renewal*, will be completed. This handbook will describe how teacher networks within and across schools develop shared expertise and resources to provide professional growth and awareness of resources

needed for curriculum renewal. Available in the spring of 1994 will be Handbook Four, *Community-Based Support to Effect Curriculum Renewal*. Handbook Four will describe how this model employs the use of community members to maximize the human resources available for curriculum renewal efforts.

APPENDIX A

_____ CURRICULUM CONSORTIUM

COOPERATIVE AGREEMENT

Date _____

The Board of Trustees of _____ School District No. _____ (Elementary and High School). _____ County, in a meeting held _____, 19___, authorized the council of the _____ Curriculum Consortium to make representations and commitments on behalf of the district under provisions of this agreement.

The Board of Trustees further agrees that the _____ Curriculum Consortium is authorized to receive and expend, at the direction of the consortium council, for the duration of the project, funds belonging to the district designated for this project.

The Board of Trustees of _____ School District No. _____ has received all information and data contained in this agreement and agree to pay the Consortium, _____ dollars by _____, 19___.

_____ _____

Board Chairperson signature Date

CURRICULUM CONSORTIUM MULTI-DISTRICT AGREEMENT

INTRODUCTION

This agreement, made and entered into, among the school districts of _____#___, _____#___, _____#___, _____#___, _____#___. All participating districts will be referred to hereinafter as the "Consortium".

WHEREAS, the Consortium desires to offer curriculum services to all participating districts in compliance with all applicable laws, regulations and current accreditation standards, State and Federal;

WHEREAS, the Consortium wishes to maintain and employ a Curriculum Director to implement _____ Accreditation Rule _____; and

NOW THEREFORE, in consideration of the aforementioned mutual covenants and the stipulations hereinafter set forth all participating districts of the consortium agree as follows:

Section I: CONSORTIUM COUNCIL

It is mutually agreed that there shall be created a Consortium board of directors, hereinafter referred to as the "Council", which will be composed of a representative from each participating district appointed by the local school board.

The Council shall meet at least quarterly regarding the delivery of services provided for under this agreement.

Section II: CURRICULUM DIRECTOR

The Consortium hereby agrees to employ a multi-district director hereinafter referred to as the "Director", to be responsible for overall management and coordination of the consortium-developed curriculum in all districts.

Qualifications and Hiring:

The Consortium agrees to employ as director a person whose qualifications are equal to, or surpass, those criteria required for _____ teacher certification or as deemed necessary by the Council.

The Council shall utilize ordinary and normal employment procedures in hiring a person as director in fulfillment of this agreement, and shall comply with all legal requirements and applicable rules and regulations concerning employment of such personnel. The Director hired by the Council in compliance with this agreement shall be provided employment benefits as stated in the contract.

Duties and Obligations:

The Director will be responsible for the development and maintenance of curriculum in all participating districts. The Director's duties will include providing assistance in:

1. Personnel related to responsibility of position

   The Director consults with and advises all teachers in all established curricular areas. It is to be understood that the teachers are primarily responsible to the building administrator and that consultation involving performance must be accomplished as a joint endeavor with the building administrator. The Director shall serve as a resource person in all school curricular matters affecting the delegated area of responsibility.

2. Curriculum development and implementation

The Director has the major responsibility for evaluating prospective curricula, developing curriculum, implementing curriculum, developing assessment, coordinating curriculum district-wide and articulating programs between grade levels. The Director will implement _____ Accreditation Rule _____ for all participating districts.

3. Staff development

The Director will assist in the progression of staff development programs for teachers. Resource persons, demonstrations, visitation programs, bulletins, newsletters and other means of transmitting information to staff members will be utilized.

4. Classroom visitation

The Director will visit school classrooms and maintain continuous assessment as to program efficiency, the appropriateness of the program and the effectiveness of productivity of instruction. The Director will confer with the building administrator in regard to classroom observations and will be available to meet special requests for service on the part of administrators and teachers.

5. Evaluation and selection of materials

The Director will assist in the evaluation of existing and prospective books and materials. The Director may offer to make recommendations to the school districts for the inclusion or rejection of these books and materials as part of the K-12 program. To accomplish this end, the Director will organize and work with committees of affected personnel in the evaluation and selection of these curricular materials.

6. Interpretation of programs

The Director will aid the Consortium administrators and local boards in the interpretation of the elementary, middle and secondary programs to teachers, administrators, and the community. PTA programs, talks to service clubs and radio appearances will be utilized when appropriate.

7. Other duties

a. Prepare courses of study and curriculum resource guides for all areas.

b. Work toward the appropriate coordination of the elementary, middle, and secondary programs as well as the articulation of all programs among the various schools.

c. Measure growth of the elementary, middle, and secondary students by local, state, and national standards.

d. Cooperate in state and national surveys.

e. Coordinate effort and cooperation with other educational agencies and the local community.

f. Suggest materials and methods for publicizing the district's programs.

g. Conduct teacher conferences.

h. Meet with sales representatives and consultants of publishing companies.

i. Preview multi-media materials for possible use in the developed curricula.

j. Submit an annual report to the Council.

k. Perform such other duties as may be required by the Council.

Section III: FINANCIAL AND ADMINISTRATIVE PROVISIONS

The Office of Superintendent of Schools, _____ County shall be designated as "prime agency" for this Consortium, pursuant to section _____, _____ and _____, et. seq., ____. In the event the prime agency desires to terminate its relationship to the Consortium as prime agency, notification must be presented to the Council in writing by _____ _____ for action to be taken which affects the contract in the ensuing year.

Said prime agency shall establish a nonbudgeted Consortium fund for the purpose of the financial administration of the Consortium agreement. All revenues received, including federal, state or other types of grant payments ion direct support of the agreement and the financial support provided by participating districts, shall be deposited in such fund. All financial support of the agreement contributed by a participating district may be deposited to the Consortium fund from any fund maintained by such district by resolution of the trustees and district warrant. Any such transfer to the Consortium fund shall be used to finance those expenditures under the agreement which are comparable to those that are permitted by law to be made out of the fund from which the transfer was made and are within the final budget for the fund from which the transfer was made.

Each district will be responsible to place in their Retirement Fund the amount specified yearly which establishes each local district's share of retirement costs (Social Security, TRS, PERS, Workman's Compensation).

The Council shall by resolution expend funds from the Consortium fund or may, by resolution, extend the authority to the Prime Agency.

The Director will, with the aid of the Clerk, design and determine a preliminary budget to be presented to the Council at its _____ meeting. The final budget will be adopted in _____ and mailed to all participating districts. The Director will be responsible for budget implementation with the approval of those expenditures by the Council.

The participating Consortium districts hereby agree to pay to the Consortium the amount of _____ dollars ($_____.___) plus _____ dollars ($___.__) for each student reported as ANB approved by _____ Office of Public Instruction, for the purpose of maintaining and operating the Consortium.

It is agreed that each participating district will pay in full their amount to the Consortium by _____, of each school year.

It is hereby agreed that any monies paid to the Consortium under this Agreement and not obligated or utilized will be carried over to the next fiscal year for maintenance and operation of the Consortium.

Section IV: TERMINATION

It is agreed that in the event that a participating district should desire to discontinue its participation in the Consortium during the term of this agreement, that it shall notify the Consortium Council Chairperson in writing, of such termination and of the reasons therefore. The termination of said district's

participation shall be effective upon action by the Council at their next regularly scheduled meeting. In the event of a voluntary termination, as hereinabove provided, the terminating district must pay all obligated funds and will not be entitled to a return of any monies paid by said terminating district to the Consortium.

If the Consortium is to be dissolved, each district will be refunded remaining monies on a prorata ANB basis.

Section V: RENEWAL OF CONTRACT

It is mutually agreed by all Participating Districts that they will convene on or before the ____ day of _____ of each year to consider financial provisions toward continuation of the agreement or development of a subsequent agreement for the continued operation of the Consortium. Each district which chooses to continue participation shall indicate by written endorsement to this agreement, its willingness to continue said agreement for an additional one year term, which endorsement shall include a provision covering the extent of the financial contribution of the district. It is understood and agreed that nothing contained herein shall be construed as giving any party hereto the option of requiring renewal of this agreement.

Section VI: DURATION

It is agreed that, unless this agreement is terminated pursuant to Section V above, the term of this agreement shall be from _____, 19___ through and including _____, 19___ and for each like term thereafter until such a time as the participants herein, by mutual consent, choose to discontinue or amend such agreement.

Section VII: PROPERTY

Decisions concerning the acquisition and disposition of personal and/or real property will be made by the Consortium advisory council.

Section VIII: REVIEW BY ATTORNEY GENERAL

This agreement shall be submitted to the office of the Attorney General of the State of _____ for review and approval, in accordance with Section _____, et seq. ____ (19___), and shall not be effective until such review has been completed.

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